

# HOPE FOR TOMORROW: CRIME PREVENTION FOR AT-RISK CHILDREN

Y 4. J 89/2: S. HRG. 103-1068

Hope for Tomorrow: Crime Prevention...

## HEARING

BEFORE THE

COMMITTEE ON THE JUDICIARY  
UNITED STATES SENATE  
ONE HUNDRED THIRD CONGRESS

SECOND SESSION

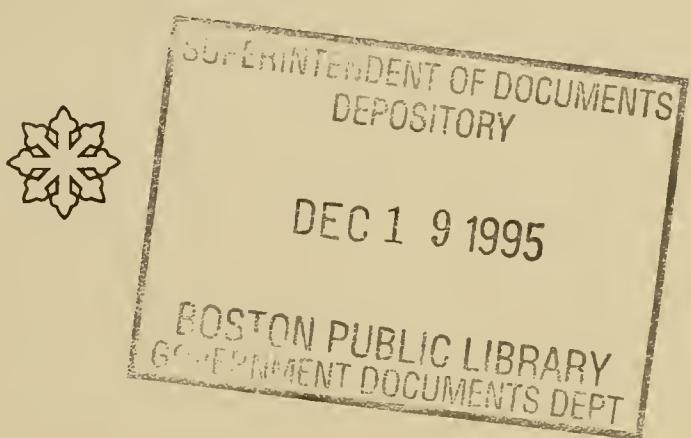
ON

A HEARING TO FOCUS ATTENTION ON PROGRAMS TO HELP PREVENT  
CRIMES OF AT-RISK CHILDREN

APRIL 26, 1994

Serial No. J-103-53

Printed for the use of the Committee on the Judiciary



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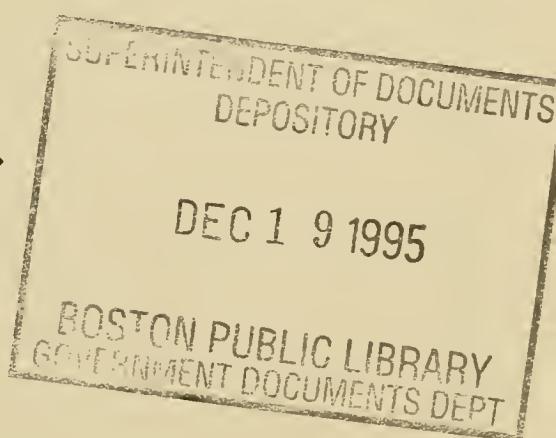
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# **HOPE FOR TOMORROW: CRIME PREVENTION FOR AT-RISK CHILDREN**

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**TUESDAY, APRIL 26, 1994**

**U.S. SENATE,  
COMMITTEE ON THE JUDICIARY,  
*Washington, DC.***

The committee met, pursuant to notice, at 10:04 a.m. in room SD-226, Dirksen Senate Office Building, Hon. Joseph R. Biden, Jr. (chairman of the committee), presiding.

Also present: Senators Hatch, Grassley, Specter, Cohen, Stevens, Domenici, and Danforth.

## **OPENING STATEMENT OF HON. JOSEPH R. BIDEN, JR., A U.S. SENATOR FROM THE STATE OF DELAWARE**

The CHAIRMAN. The hearing will come to order. We have a very important and, I think, interesting hearing today, and we are going to have some very special witnesses today. In addition to some very distinguished policymakers, including the Attorney General and some of our colleagues, we are going to hear from some of the young women and men who have benefited from some of the programs that we are going to be focusing on today.

I say to the young women and young men who are going to be testifying today, don't be nervous. Everybody at age 8, 10, 12, 16 who speaks before a Senate panel, and everybody that goes on ABC and NBC and CBS—we all could have done it very easily. It would have been no problem. The truth of the matter is I think all of us would have panicked, but there is no reason to panic here today.

As I told some of the young people in the back before they came out in the conference room, this is really easy. We just want to talk to you today. Try not to be nervous, although I realize that is an easy thing to say and a lot harder to do.

As the Congress moves to complete work on the comprehensive crime legislation, the Judiciary Committee meets today to focus attention on programs now working in communities across the Nation to help prevent crime.

The crime bill I took to the floor of the Senate last November had a dual purpose. First, I wanted to get serious, violent offenders off our streets and behind bars. Thirty thousand of them a year are convicted in State courts and never, ever see a day in prison because there is no space and no availability. My bill also contained tough penalties, aid to law enforcement, and money for prisons, all in support of the goal of dealing with violent offenders.

But my bill that I introduced also had a second goal. I believe that if we really want to fight crime, we cannot wait to act until

someone has already chosen crime and violence as a way of life. If we are to make a difference, if our future is to be less violent than our present, we must reach out to those who are likely to make up our next generation of criminals and help them now.

The need is acute. Already, today, juveniles account for a rapidly rising share of violent crime arrests. Between 1983 and 1992, juvenile arrest rates for murder skyrocketed 128 percent. Juvenile arrests for rape and for robbery and assault took off in a similar direction.

In response, we now hear a great deal about the problem of youth violence. What we hear almost nothing about is that there are answers to this problem, and this is the point of our hearing today and of the report that I released today entitled "Catalog of Hope: Crime Prevention Programs for At-Risk Children."

The first chapter of this catalog surveys the latest leading research on juvenile crime, so that we have an accurate, complete picture of the scope and nature of the problem. The rest of the catalog describes programs that are now working to help our children find a better way than crime and violence.

As I visited with mayors and governors and county executives and local officials and I made this pitch about investment in prevention, everyone agreed that it was necessary and it worked, but they would look and say, but what ones work? So we set off in our staff to not do an exhaustive study, but do an extensive study around the Nation and we literally catalog programs that work.

The purpose of this catalog is to allow people in local communities to know that there are models upon which they can base their attempts to deal with prevention. They can model their community programs to their community's needs. I don't mean to suggest that there is one single, clear, undisputable answer to the problem of juvenile crime, for there is not. In fact, one of the few things we do know for sure is that we lack a full understanding of the causes, and thus the solutions, to the spiral of violence among our young, which leads me to a second point.

Later on this year, we are going to be assembling what we hope will be the single most extensive series of hearings on the causes of violence in America we will be inviting the leading social commentators, sociologists, psychologists, psychiatrists and criminologists in the Nation and the world to come and testify and to begin to look at what do we know, what the reasons are, with some degree of certainty, for this spiral of violence.

Slowly, some consensus is emerging about what factors relate to the increased violence that threatens our Nation. What we do know is that violence is learned. There are some studies that suggest it is learned at a very, very early age. We know that children who grow up in poverty and without adequate supervision—and I emphasize adequate supervision—at home are at a much greater risk for later criminality than children who are not in that circumstance.

We know that negative peer influence can lead to criminality. We know that children who do poorly in school or who drop out are among the more likely of criminals. We know that drugs accelerate a juvenile's crime rate and that guns exacerbate the problem. With

these factors isolated, and with more knowledge about the causes, we can begin to work on solutions.

Contained in the catalog are 192 ways in which communities are reaching out to children to help them become productive citizens rather than becoming the next set of grizzly crime statistics. The programs include positive afterschool, weekend and holiday activities, so that instead of roaming the streets and getting into drugs or crime, our children have somewhere positive to go and something constructive to do with their time, be it educational, cultural or athletic.

Not a lot of this, I might add as I read some of this, is rocket science. What we are talking about is what every mother, every teacher, every father for the last five generations have known. To use a phrase that the nuns who taught me would use, they used to say an idle mind is the devil's workshop. Well, the truth of the matter is that a child without something constructive to do is much more inclined to find something destructive to do.

There are also programs that provide positive adult role models and mentors whom children can look up to to help them navigate through their frustration and development of self-esteem and positive set of values. All you parents who are listening out there in the audience who are a part of a nuclear family know how difficult it is when you have money, when you have position, when you have station, when you have a husband and wife, just to make sure that you communicate positive values to your children. Imagine how hard that is for a single parent living in poverty, unable to be with their child, to communicate the same values we have difficulty communicating when we have a nurturing, whole family.

There are school-based community services and activities both during and after school hours, using present facilities to give children a safe haven from the street; there are additional programs, police-driven efforts to reach out to children at the front end before the arrest is in order, with prevention services ranging from drug education to counseling to afterschool athletic activities. Drug treatment and drug education programs are aimed both toward keeping children healthy and also toward reducing the crime that so often follows in the wake of drug abuse. Family support and prevention programs which provide support services to vulnerable families to help prevent abuse and neglect and to help teach parents how to give their children the guidance and discipline they need are underway today in communities and they are working. Treatment, counseling, education, job training and discipline is available for children who have already run afoul of the law to help them get back on track and avoid crime.

These are just a handful of examples of the way in which communities are working to reach, treat and teach our children a better way. This catalog, which is by no means an exhaustive or definitive listing of all programs, contains many more examples than the ones I cited.

The crime legislation now moving through the Congress contains an unprecedented infusion of Federal dollars for States and local communities to use prevention efforts. For the first time, a majority of my colleagues agree with me that prevention efforts, particu-

larly those named at children, are an essential part of fighting crime.

The way I read that, it sounds like it is me. It is not me. I am just suggesting, in the crime bill, it is the first time we have put in a crime bill significant efforts at crime prevention. Senators like Senator Dodd, who will be our first witness, have been far ahead of me and many others in this effort, but it is the first time we have done it in a crime bill.

My goal is to finish shepherding the bill through the Congress with a major commitment of prevention dollars intact. I might add that I think the House of Representatives has even improved on our bill as it relates to the prevention side. I think they have also not helped it in other areas, but in prevention it has been positive.

This is an investment that we can't afford not to make. Relatively speaking, the cost of prevention programs is modest. For example, all of the 190-some programs listed in this book—and this is not an exhaustive list—all of them cost less than \$200 million annually. That is a lot of money, but last year we spent \$25 billion—a billion is ten hundred million—we spent \$25 billion on prison construction.

The commitment we make today will define us as a Nation tomorrow. Prisons, though essential—and we need even more prisons, in my view—are a testament to failure, the right place for people that have gone wrong. When a life is about to go wrong and it is set on the right course, you save a lot of money. That is the testament of hope. We need prisons, but we need hope as well.

In a few moments, we will hear from the Attorney General, who has spoken out forcefully on the need to help children if we are to effectively fight crime, more forcefully than any Attorney General, in my view, in the history of the United States.

By the way, when you talk about preventing crime and dealing with children, in the former political dialog, that was being soft on crime. So we got ourselves a tough law-and-order prosecutor, who has put more people away than most Senators have known, to talk about the other side of the equation, which is prevention and intervening with our children.

We will also hear from our colleague, Senator Dodd, who has championed several innovative prevention programs now contained in the Biden-Hatch Crime bill. I might also add, unsolicited, he has probably devoted more of his time to dealing with the problems of children in America, from their health, to their education, to their safety, to giving them hope, than any member of the U.S. Senate.

We will hear from the directors of several programs identified in this catalog who have brought with them some of the young people who have participated in these programs. Their presence is testament to the fact that, while there may be no easy answers, there are as many answers as there are people who care.

I welcome all of you and I thank those of you who traveled a long distance to be with us for being here, and I look forward to hearing from each one of you who has already made a difference in the life of a child, and particularly the young people you have brought here today.

Now, with that, let me yield, with a very brief preface, to my Republican colleague. You know, we in some senses are probably the

ultimate odd couple. I guess Strom Thurmond and I were the ultimate odd couple, or maybe Ted Kennedy and Strom Thurmond were the ultimate odd couple.

I think the fact that Senator Hatch and I on this committee—which has always been one that has been divided on crime issues—the fact that we are both willing to spend a great deal more money on prevention, as well as enforcement and punishment, is hopefully sounding the death knell of the old political ideological fight on the left, which says just deal with the problems that cause the problem, and on the right that has historically dealt with it by “just hang them high.”

I hope that debate is ended. We have to do both—get tougher with the violent offenders who have gotten beyond us and put them in prison and keep them in prison if they commit heinous crimes, but prevent children from getting into the crime stream in the first place. It is an investment that is long overdue.

I yield to my colleague, Senator Hatch.

#### **STATEMENT OF HON. ORRIN G. HATCH, A U.S. SENATOR FROM THE STATE OF UTAH**

Senator HATCH. Thank you, Mr. Chairman. I want to commend you for calling this hearing. This is very important. I believe that prevention efforts are very important in our crime-fighting strategy.

We are going to be hearing from representatives of several organizations making a difference in the lives of young Americans at risk. Indeed, we are going to be hearing from Leticia Medina from my own home State of Utah. Her effort, the Salt Lake Neighborhood Housing Services YouthWorks project, really makes a difference in Salt Lake City and that whole area through aggressive urban residential renovation programs for at-risk youth. The program instills in these young men and women a work ethic, a sense of accomplishment, and really a pride in their community. I want to commend her and the people who have worked with her because they have done a tremendous job.

A close look at our crime problem reveals that we may just be beginning to face up to one of its primary causes, and that is our Nation's retreat from family values and family life. My heart goes out to every single parent struggling to maintain a living and provide for his or her child, mainly her child.

It is no disrespect to the many hard-working single parents in our Nation to note that family dissolution has played a role in our Nation's growing crime rate. Thus, we ought to try to address the causes of family breakup and illegitimacy as best we can, both for those of our people directly involved and for our larger community as well.

Likewise, we ought to assist single parents not only to provide for their children, but also to be good examples of self-sufficiency, pride and integrity. I want to compliment my colleague from Connecticut, Senator Dodd, for his work for and on behalf of children on the Labor and Human Resources Committee and elsewhere in this body, and I look forward to hearing his opening remarks here today.

It simply makes sense that our country's response to crime should begin before a young person has gone astray. The shaping of a person's moral character through our private and public institutions is very fundamental and of great importance. As we acknowledge the role of worthwhile crime prevention programs, however, we should not view them as the panacea for the serious violent crime and drug problems we face today. The crime bill emerging from conference must be primarily weighted on the law enforcement side, not the social side, of the ledger.

But, on the other hand, I agree with Senator Biden that we are going to work together as a team to try and make sure that both sides of that ledger are taken care of, and I believe that the prevention side is very, very important. We need tough, hard-nosed law enforcement policies with adequate resources. The fear of apprehension and swift, strong punishment is today our most important crime prevention factor, and it is here where I believe the administration is letting the American people down.

While talking tough, this administration has cut Federal prison construction by nearly 30 percent—that is, a \$78 million reduction in fiscal year 1995; cut Federal law enforcement personnel by over 1,500 positions in fiscal year 1995 alone, not considering the hundreds of positions that have attrited in 1993 and 1994; allowed the number of FBI and DEA agents to decrease; cut the organized crime drug enforcement task forces; agreed to a \$231 million cut in drug treatment and education funds in the House of Representatives last July; shifted resources away from drug interdiction; cut existing grants to State law enforcement; decreased the number of drug cases being prosecuted each year by 7 percent, or 902 cases; opposed the extension of the Federal death penalty for major drug dealers where death does not directly result from their illicit drug activity; rescinded the prior Justice Department policy that required Federal prosecutors to charge the most serious readily provable offense or offenses consistent with the defendant's conduct; reversed the position taken by the prior administration in siding with a convicted child pornographer when he appealed his case to the Supreme Court; and failed to publicly take a leadership position against legislation intended as a practical matter to eliminate the death penalty which passed in the House by a very small margin. Had the administration taken a position against it openly and forcefully, I don't think that would have passed.

I do look forward to hearing the insights offered by our witnesses today and I welcome them to the committee, and I particularly welcome, in addition to our distinguished Senators, General Reno. I have a great regard for Attorney General Reno and I know that she is working hard to try and do the things that are right in this area, and I intend to work closely with her and Senator Biden and other members of this committee to do so.

So, welcome, General Reno.

The CHAIRMAN. Thank you. Senator Cohen, who is probably the best addition to this committee since I have been here, has further reinforced my view in that regard by suggesting he would forgo an opening statement, and I thank him.

Welcome, Senator Dodd.

## STATEMENT OF HON. CHRISTOPHER J. DODD, A U.S. SENATOR FROM THE STATE OF CONNECTICUT

Senator DODD. Thank you very much, Mr. Chairman, and Senator Hatch, Senator Cohen. I appreciate immensely the opportunity to appear before you this morning. I know you have got a very lengthy and exciting panel of witnesses, including, obviously, the Attorney General of the United States, and so I will keep my remarks relatively brief, but I am very honored and pleased to be able to share some thoughts with you. I thank you for your very generous and kind comments about the work on prevention and working with young people in the Senate.

The topic that you have chosen this morning obviously, and the catalog of hope, is one that is very near and dear to my heart. As you mentioned, Mr. Chairman, it has been central to my work in recent years in the Senate. I firmly believe, as you have stated already, that we will not significantly reduce crime in this Nation until we zero in on those responsible for far too much of it, and that is the adolescents and young adults of our society.

I know, Mr. Chairman, that you share this view, as do Senator Hatch and others. In fact, you have been a rather eloquent spokesman and an impassioned advocate for prevention programs. You have been tireless in your support of a broad-based, balanced approach to crime control one that not only promises swift punishment, which is obviously critical to those who break our laws, but also offers real alternatives.

Crime prevention is not some mushy-headed liberal concoction. It is not an excuse to throw more money at yet another social problem. It is not an attempt to take the teeth out of the crime bill. Quite the contrary, prevention, in my view, Mr. Chairman, is smart, it is level-headed, and it is anticrime. Prevention works. Support for at-risk youth works; encouraging kids to stay off the road to crime, works, Mr. Chairman.

Should we protect our citizens by building more prisons and putting more police officers on the streets? Absolutely; it is essential. Should we also protect our citizens by using prevention programs to siphon off the pool of potential criminals? Mr. Chairman and my colleagues on this committee, I would answer yes to that question as emphatically as I would the first.

I believe that prevention programs are so important because I see crime by and against the young as fundamentally the linchpin to the entire crime problem in this Nation. Statistics show that adult homicide rates have actually slowed down in recent years, but that decline has been entirely offset by a dramatic upswing in youth homicides.

In fact, just over the last 3 years, the 15- to 24-year-old age group has attained a dubious distinction. It now has the highest homicide victim rate in the country. Murder is now the leading cause of death for both white and African-American teenage boys. Younger children are not immune, unfortunately, from this plague. Homicide is now the third leading cause of death for elementary and middle school children ages 5 to 14.

Even my own State, with its reputation for significant affluence, has seen hundreds of examples of this alarming trend, and allow

me, just to mention two or three because I think it makes the case more emphatically than just citing some abstract numbers.

One month ago, Mr. Chairman, 7-year-old Marcellina Delgado was shot dead while she slept in the back seat of her father's car in front of the Charter Oak Terrace housing project in Hartford, Connecticut. Police believe the shooting was the work of a youth gang.

Earlier this year, Danielle Monique Taft, a 7-month-old baby girl in New Haven, died in her mother's arms after a gunman fired at least 14 times into the apartment where she lived. A 21-year-old has been arrested in that shooting.

In November of last year, Mr. Chairman, Miguel DeJesus, an 18-year-old student at New Britain High School, was gunned down in the front of his school at 7 a.m. as scores of his schoolmates looked on. He died a day later. Police reportedly believe the shooting was also youth-gang related.

Mr. Chairman, these are terrible stories about wasted lives—certainly, the lives of the victims, but also the lives of the perpetrators. Imagine how better it would have been for all concerned if we could have reached those individuals before they chose the road to violence and hate. Marcellina Delgado, Danielle Monique Taft and Miguel DeJesus might all be alive today, Mr. Chairman, if that had happened.

It is stories like these and the chilling knowledge that maybe we at the Federal level could have done more to prevent them that inspired me to join several of my colleagues—I gather some of which you will hear from this morning—in supporting prevention efforts within the Senate crime bill. I initiated Ounce of Prevention, a program to channel Federal money to local grass-roots groups that are already doing amazing work, and you are going to hear from many of them this morning, in the area of crime prevention.

Mr. Chairman, I am talking about Boys and Girls Clubs, the YMCA, afterschool enrichment programs, sports leagues, and other groups that give kids some discipline, some structure, and an alternative to the streets. Mr. Chairman, we would coordinate this funding through a new Ounce of Prevention Council which would help these small groups cut through the thicket of red tape and bureaucracy surrounding the Government's myriad youth programs.

Let me just emphasize the centrality of that particular point. The idea would be that these community-based organizations could apply at one stop at the Federal level, instead of going through potentially seven different agencies where they receive some support or are rejected by others. Then the dollars go directly back to the community-based organization. So you don't necessarily go through States and local governments.

Now, you have obviously got to demonstrate the quality of the community-based organization, but the one-stop nature of this program must be preserved. I would note in the House-passed bill that one of the programs, Community Schools Youth Services, has now been put under the Department of Education. I have great respect for Secretary Riley, but, Mr. Chairman, I would urge you to avoid fracturing this idea.

The CHAIRMAN. I agree.

Senator DODD. If we can keep it under that one umbrella, then I think it makes it a lot easier to get these dollars back to the people who need them the most. I am particularly supportive of the Community Schools Youth Services and the supervision grant initiative. That was authored, I would point out, by my good friends and colleagues, Senator Domenici, Senator Danforth and Senator Bradley, to reach at-risk children. It includes additional programs to be run with the help of the U.S. Olympic Committee. Senator Ted Stevens has done a tremendous job in promoting that concept. But bringing these together under that one umbrella, I think, will help.

Finally, Mr. Chairman, there is the Police Partnership for Children, an initiative that I authored to build bridges between police and social service providers so that both may work together to reach kids recently exposed to violence. I would point out that that is a program that is underway in New Haven, CT. I would love to tell you that it was an original idea that I had, but it actually came from an effective program that is working in New Haven, CT, so effectively that I would love to see it adopted as an idea that can be used around the Nation.

Mr. Chairman, finally, I think these initiatives, taken together, are absolutely indispensable to any credible attempt to reduce crime in this country. I hope that the upcoming House-Senate conference on the crime bill will support them and that we can all work together to give our kids an alternative to crime.

Mr. Chairman, as you have done, and other members of the committee, you just need to listen to these people at the community-based level and hear what they are doing. Unfortunately, the resource allocations haven't been there, but the work is terrific.

I recently spent an afternoon at the Shaw Village in Hartford, CT, which is arguably the toughest housing project in my State in terms of crime and violence. The numbers fluctuate, but somewhere between 2 and 3,000 children are living in these stark high-rise apartment buildings that are just infested with crime. There is one afterschool program there that serves 120 kids, and it is jammed. Yet there is not a single athletic facility for these children.

Again, I am not going to suggest to you that that is an excuse to go out and commit violent crime at all, but we do know that children who have opportunities where there are alternatives make choices that are fairly intelligent and don't resort to turning to crime. So when you have so few opportunities for these children who face stark realities and such serious temptations, then it is not hard to see why we have such incredibly sour statistics in this area.

So I again thank you for your support in this area. I look forward to working with you, if I can, with anything I can do to be of help in that conference. I again appreciate immensely the opportunity to appear before you this morning.

The CHAIRMAN. Well, Senator, thank you for coming. The Attorney General has to leave by 11:15, so I am going to ask just one question. I fully agree with you about the one-stop shopping, and the entirety of the prevention programs, close to \$9 billion worth in this bill, depending on how you categorize what you would call prevention, are designed to not have a barrier where the program

has to go through a State bureaucracy to get signed off on before they then go through a Federal bureaucracy to get signed off on.

As I understand what you are proposing and what you did include in the bill, this goes right directly from the community-based program to this one-stop Federal Ounce of Prevention—

Senator DODD. Council.

The CHAIRMAN. Council, they make a judgment and they go right back to that particular community-based agency, right?

Senator DODD. That is the idea.

The CHAIRMAN. The second point is there are a number of differences between the House and the Senate which I don't think are very significant in terms of how we allocate the monies, differences in monies, we all seem to be singing from the same hymnal here—

Senator DODD. I agree.

The CHAIRMAN. —but for one thing. In the House, unlike my bill, and what you have put in the bill as well, there is a prohibition against any community-based religious organization participating. We put in a safeguard in our bill that says it cannot be used for any sectarian purpose, but if a Baptist church is running a program in the center city in a high crime area that is anything from a basketball league to having a Boys Club or a Girls Club on their residence or their property, or anything like that, it seems to me they should be able to participate, and I would like your comment on this.

Some of the few groups still involved in these high-crime areas are Catholic and Protestant churches, and Jewish organizations. They are religiously based—Muslim organizations. How important do you think allowing those community-based programs to participate is?

Senator DODD. I think it is critical, and I would cite the example to you of the Head Start program. We just last week reauthorized Head Start by a unanimous vote of the Senate, I would point out. That program started 30 years ago. In fact, one of the authors of it comes from the Bush Center in Connecticut. We allow Head Start children to be served through religious-based institutions because in many parts of the country those are the only places where these children could be served.

Again, I want to emphasize, in the communities we are talking about where the problems are the highest, some of the best organizations are religious-based organizations. I totally agree with you on segregating out the sectarian activities. I don't think anyone will disagree with that at all, but to not take advantage of the existence of these organizations as a basis upon which to build intelligent and sound prevention programs, I think, would be a huge mistake and a terrible waste of money.

They are some of the most effective programs that have tremendous contacts within the community, and so I would urge you to—and, again, whatever those of us who are not a part of the conference can do to help or support—

The CHAIRMAN. I will ask for your help. It was just pointed out to me that the House does not expressly prohibit church involvement; it is just not included in the list of groups to be included, as we do in the Senate bill. Hopefully, we can rectify that.

Senator DODD. I would point out that the YMCA is obviously an example of one that has played a pivotal role over the years in afterschool programs, summer programs, and the like.

The CHAIRMAN. Do you have any questions?

Senator HATCH. I am going to defer. I just appreciate your testimony, Senator Dodd, and I look forward to working with you. You worked very hard during the Biden-Hatch Crime bill on the floor to get this program in and I personally appreciate your doing it.

Senator DODD. Thank you.

The CHAIRMAN. Thank you very much, Senator, and I understand you are having a hearing. We kind of overlapped. I apologize if we, because of the change in schedules, messed up your hearing that you are going to have, but I understand you are going to have some real questioners.

Senator DODD. Unfortunately, we are going to have to delay. A very, very close friend of mine's mother passed away, someone Senator Hatch knows, and there is a funeral in Utah on Thursday. So, unfortunately, we are going to have to postpone our hearing, so I am particularly glad to have the opportunity to testify this morning.

The CHAIRMAN. Senator, would you mind answering a question from Senator Specter?

Senator DODD. No, not at all.

Senator SPECTER. Senator Dodd, I would like to ask you one question. You have worked on this issue for a long time. You and I cochaired the Children's Caucus many years ago.

Senator DODD. Right.

Senator SPECTER. The Carnegie Foundation characterized the problem of children in a succinct way, saying that

Demographic and social changes have left many of these youngest children in poverty and single-parent homes victimized physically by adults and in low-equality child care. Our Nation's children under the age of 3 and their families are in trouble, and their plight worsens every day.

The weekend before last, Republican Senators went to Philadelphia where they visited Sheriff John Green, a prominent African-American civic leader and elected official. He proposed placing children in foster homes in such a situation, which is a rather stark recommendation. I would be interested in your views on this issue.

Senator DODD. Well, first of all, let me just tell you that the Carnegie Foundation came out exactly the same day that a GAO study that I had asked for 2 years ago on children reported. Those statistics ought to just rock everybody in this country. Twenty-six percent now of all infants and toddlers zero to 3 are growing up in poverty in the United States, making us the most unique society of all industrialized nations that the poorest sector of our population is now these children. In Hartford, CT, 47 percent of all these children are growing up in poverty. It is stunning.

Moving to a foster care situation is one that I wouldn't exclude, but frankly, ideally, what we ought to be trying to do is to try to assist these families in a way so that they can be better providers, better caretakers of their children.

One of the things we did last week with the reauthorization of Head Start is to start talking about family services, structuring them and coordinating them in a way so that people can get some

assistance. I would rather have us trying to keep families together, doing everything we can to strengthen an institution that has been so decimated over these last number of years, trying to encourage more school-based clinics, quite candidly, where we start discouraging teen pregnancy that is a startling problem. A lot of these parents are children, quite frankly and we need to address these particular problems.

So where you place your emphasis, it seems to me, is arguable here. My emphasis would be to try and keep families together, try and reduce the kinds of teen pregnancy levels that we have seen in our society. Again, looking at foster care alternatives is obviously an important one, but frankly a lot needs to be done within that structure before I would be willing to just necessarily expand it as it presently exists.

Senator SPECTER. I appreciate your answer and, of course, keeping families together is always highly preferable, but even to consider foster care on any substantial basis is, I think, startling, but something to be considered.

Senator DODD. I agree.

Senator SPECTER. Thank you.

The CHAIRMAN. Thank you very much, Senator.

Senator DODD. Thank you.

The CHAIRMAN. General Reno, welcome. I was handed a note by your staff saying you have to be at your destination at 11:15, so I will not say a word except to thank you for sitting down and writing the crime bill. I want the record to show again, every single, solitary line of the crime bill I introduced was written by you and me. It was signed off on, and I look forward to your continued leadership to get this crime bill through the conference with us and to the President's desk, as you have been pushing very hard to do. I thank you for all that effort and your leadership.

The floor is yours.

**STATEMENT OF JANET RENO, ATTORNEY GENERAL, U.S.  
DEPARTMENT OF JUSTICE**

Attorney General RENO. Thank you very much. It is a little over a year ago that I met with you all in the beginning of what has been an extraordinary experience. The opportunity to talk with you during courtesy calls and to consider the questions of confirmation have come back many times.

I have now had a chance to visit this Nation, visit many places where you have had a direct impact. Senator, it was wonderful to go to Salt Lake City and to see a program that worked and to be reminded this morning that the children still remember the visit—

Senator HATCH. We were glad to have you there.

Attorney General RENO. And to go to the violent traffickers project that Senator Specter was so instrumental in initiating and seeing something that works in terms of a comprehensive partnership between State and local law enforcement that I now cite as an example around the Nation.

To these ends, I think we have an extraordinary and splendid opportunity to address the problem of crime in America in a non-

partisan, thoughtful, common-sense way, working together, looking at the issues, figuring out what works and what doesn't work, and moving ahead.

I have had the opportunity to visit Republicans and Democrats across this Nation, mayors and governors, walking the streets of their communities, talking about programs that work, and I think we do have this chance, thanks to your leadership in helping to forge a bill that speaks of both parties' concerns, and fashion something that really has an impact.

I think it is imperative that we focus on punishment. I look forward to working with you, Senator Hatch, in making sure we have enough prison cells in the Federal system to house people for the length of time judges are sentencing them because nothing was more frustrating to me as a local prosecutor than to see people out in 20 to 30 percent of the sentence—violent offenders oftentimes far more dangerous than those we saw in the Federal system.

That is the reason I think it is so important as part of this crime bill initiative to get direct grants to State where it can help and make a difference and put that dangerous offender away, and I look forward to working with you in conference to make sure that that happens.

I think three strikes and you are out is very important in terms of a focused effort against the truly dangerous offenders. As I say, nothing was more frustrating to me than to see these dangerous offenders that I had prosecuted—I had avoided a plea bargain, I had gotten them tried, I had gotten a good sentence, and then they were out again. This initiative, I think, can be so important.

But as has been pointed out this morning, the problem of dangerous youthful offenders is one of the most serious problems we face in America. I think with the bill, as fashioned, we can have an impact. We can let young people know that there is no excuse for putting a gun up beside somebody's head and hurting them; that there is going to be a sanction, a punishment, that fits the crime, but that after that punishment is completed it will do no good simply to return them to the community without support mechanisms that give them a chance to get off on the right foot and have a future.

I think it is important to see what has been done in community policing. I had experiences in Miami that I shared with you when I testified back in March, a year ago. I have now seen community policing programs working in so many different ways around the Nation, and the commitment in this crime bill to put 100,000 police officers on the streets, I think, is essential.

Some people suggest, well, they won't be needed, but looking at the interest displayed in the police hiring supplemental appropriation which has caused me to award grants, I can barely go into a city now where a grant has been asked for without them practically running me out of town, you know, wanting me to promise that they are going to get a grant.

Community policing has been so important in terms of police officers who are involved with citizens in neighborhoods identified by people, working with citizens in identifying the priorities and identifying the problems in the neighborhood and developing the trust of the young people.

Wherever I went—South Central Los Angeles, Dallas—people were talking to me about how community policing had made them feel safer, how it had reduced crime. But more importantly, it also speaks to what you are here today for; it speaks to prevention. It was wonderful to see young people come and say, this guy is my mentor, pointing to the community police officer over his shoulder who had pulled him back from the edge of getting into crime and had gotten him off into really positive pursuits.

Importantly, too, this initiative will be so critical in forging trust in our communities. As I walked through a south Central Los Angeles school, it was so intriguing to see the kids look at the community police officers. I asked them what they wanted to be when they grew up and they would look over at the police officer and say, I want to be a cop, and they would look with trust. You realized what was going to happen in 8 and 9 years as they became teenagers if we kept that linkage and if we keep this linkage by getting police officers to the streets where they count. I think we can make a difference.

In south Dallas a young lady said, I used to think of police officers as the enemy, now they are my friends. It is a shift where people are coming together within communities and community police officers are on the forefront of reweaving the fabric of society around a community so that people can come out and, in collaborative efforts, make a difference.

But I alluded to something that Senator Specter had done, I think, back in the early 1980's, and it is impressive. If you haven't been to a violent traffickers meeting in a while, you should go. They give you great credit for what happened. I have not seen an example of State and Federal partners working together, nor have I seen the Federal law enforcement agencies working together as closely as they do there. It is because of your initiative.

Using that and other experiences that I have seen around the country, we have developed an antiviolence initiative that makes sure that the Federal Government is a true partner with State and local law enforcement in addressing the issues of violence, with the Federal Government assuming an appropriate role based on principles of federalism and supporting State and local efforts wherever possible.

We are committed to doing that. We are getting 600 FBI agents from behind the desk into the field where they count, where they can make a difference in what I consider to be America's most significant crime problem, which is the problem of violence.

As I have said before, as a prosecutor, I would prosecute somebody and look back and see a juvenile record and nothing done. I then started focusing on juvenile offenders, and I realized that if I waited until they were 16 or 17 we would never have enough dollars to change all those young people similarly situated and that we had to start earlier.

As I looked at their presentence investigation, you could see points along the way where we could have intervened and made a difference. When the child was truant at age 8, if we had initiated a program there we could probably have pulled that child back from a life of crime. There were so many initiatives that could have been critically important to that child's chance of success, and that

is what made me start looking at prevention as well, saying we have got to punish the bad guy, we have got to maintain the pressure with law enforcement, we have got to enhance our efforts in every way possible, but who wants a crime to be committed when we, for a lot less dollars, could have prevented it in the first place?

That is the reason that I started looking at dropout prevention programs, but even then it was too late, and we started looking at neighborhood intervention programs, and then 0 to 3, trying to figure out what to do about crack-involved babies and their mothers and how to handle them, and what to do about foster care, Senator Specter, and those issues came back time and again.

We would see foster care drift with children being in foster care for 36 months in 10 different foster homes, and it obviously made it imperative that we do whatever we could to restore the family and to give the family a supportive effort along the way.

That is the reason I am just so gratified. There were people that said, well, she sounds like a social worker, not an Attorney General. As I have gone out across the Nation, the people who have echoed what I am saying more so than any other single group of people are the police officers on the streets of America—

The CHAIRMAN. That is right.

Attorney General RENO. And the sheriffs of the counties across this Nation. They are the people who told me when I was in Miami, Janet, unless we start preventing it, we are not going to win this battle, and they are telling me that everywhere I go across this Nation.

Thus, I am so gratified to see everybody coming together in a thoughtful approach that balances punishment, policing and prevention. What you have done in this Senate bill and what the House has done gives us a remarkable foundation for developing in conference the soundest prevention package possible that will make sure the dollars are spent and spent wisely, that we look at outcomes and that we make a difference.

I think the President's YES Program, the Youth Employment Skills Program, is critically important because what young people tell me is, look, I struggle along and then I keep getting beat down; I can't find a job, I can't get job training that will match a job with whatever skills I may have. We can make a difference in that effort.

Senator Dodd's leadership in the Ounce of Prevention Program is so critical. We look forward to fashioning with you a program that focuses on the needs of projects like you will be hearing from today that make sure, Senator Hatch, that we provide support for families. My experience is that so many families could stay together and be strong, constructive units if they were given a little bit of a helping hand up front, if that young mother were given support and assistance by somebody that cared within the community who helped her deal with her truant child or who helped her deal with that almost delinquent teenager.

We can do so much if we build on these community programs that not only focus on children, but focus on the family as the best single caregiver of all. There is no substitute for that strong family, and it is so imperative that we provide programs such as the Ounce of Prevention initiative that can do that.

But as I have traveled across the Nation, I have tried to talk to young people who have been in trouble, who have gotten themselves straightened, some who are still in trouble in detention facilities, and I ask them one continuing question: What could have been done to have avoided the problem in the first place?

Again and again, there are two poignant themes that run through what they tell me; first of all, something to do in the afternoons and in the evenings that could have kept me out of trouble in elementary school before I got in with the wrong crowd, something to do that was constructive that could help me learn. One young man I remember saying, you know, they say you can go play sports; well, I am not particularly athletic, but, boy, would I like to get my hands on that computer bank at the school.

This bipartisan effort to keep schools open afternoons and in the evenings is so critical. It has always frustrated me to leave a city commission meeting where I have heard people asking the city commission to establish a youth center and build with brick and mortar a youth center, and then drive past a school at 4 or 5 p.m. in the afternoon and see it closed and the lights off and think of what a wonderful facility it could be.

You blend those with the community programs envisioned by Ounce of Prevention. You see these programs working in community after community across this Nation and you realize what we can do. You realize what we can do in building on volunteers who want to become involved, but they don't have a magnet to come to. We can make such an incredible difference.

The second thing that the young people tell me as they talk to me is what they need, too, is somebody to talk to, somebody who understands how terribly difficult it is to grow up in America. The bill provides for mentoring programs, funding for programs that can work in that regard. Conflict resolution programs are working in schools across the Nation, teaching our children to resolve conflicts without knives and fists and guns. Those programs are being evaluated. The results are coming back positive. They are coming back indicating that, again, we have an impact up front.

Drugs are obviously at the core of much of what we are dealing with, but interestingly enough, the theme across this Nation, even last night in west Baltimore as I attended a town meeting, and in statistics from the Centers for Disease Control, is it is not drugs; it is alcohol that is at the root of so much of what we have got to do, and we need to address that through programs that teach children, look, alcohol can be as dangerous or more lethal than any drugs that you get into. We can do so much through DARE programs that focus on drug and alcohol prevention programs and violence reduction programs.

Your leadership in trying to fashion such a solid bill that goes to all the issues is, I think, an example for America that Congress is addressing what they consider to be one of the most crucial issues imaginable. We are doing it, hopefully, in a bipartisan, thoughtful way to try to make sure that we address the problem of crime in a sensible way that the American people will understand.

I, for one, having seen the results now across the Nation of what people are doing, just want to commend you all for this approach which I think is so critical.

The CHAIRMAN. General, thank you very much, and since I have more of an opportunity to meet with you than either one of us ever thought we would or would want as we spend so much time working on these things together, I will refrain from any questions I have and yield to my colleagues.

Senator HATCH. Well, thank you, Senator Biden.

I personally would like to meet with you more often.

Attorney General RENO. Anytime; you just call, Senator.

The CHAIRMAN. She will call you and say, are you available at 9:30 at night, after she does an event. She wants to just be sure. She means it.

Senator HATCH. I will be available.

Let me just say that I agree with what you have said, and I think it is unjust for you to be characterized as the attorney general for social programs. I also agree that we do need to have prevention programs in our crime bill, and Senator Biden and I are going to work that out, hopefully, with our colleagues in the House and, of course, others who will be on the conference committee.

I also agree with you that you have got to have a tough-on-crime part of this bill, or all the prevention in the world isn't going to do any good, so you have got to have a balance. You indicated, as I did, that we have to be stronger on the enforcement side, but we can't ignore the prevention side, and I promise you that I will work very hard to help create that balance. So far, Senator Biden and I have been on this committee 18 years together. He has been on longer than I have, but I think we are going to work well together and I intend to see that that happens.

On the enforcement side, most State attorneys general, the National District Attorneys Association and other law enforcement organizations have strongly opposed Title 9 of the House Crime bill, commonly referred to as the Racial Justice act. Almost all prosecutors, almost all law enforcement people are opposed to that.

It would allow, in my view, and I believe in the view of anybody who looks at it, the misuse of statistics to abolish the death penalty as a practical matter in every State with a constitutional death penalty, including my home State of Utah. It would also render a nullity every Federal death penalty. So, on the one hand, the House members are saying, we have enacted 60 new death penalties, but then they take that away with the Racial Justice act.

According to the April 21, 1994, Washington Post, quote,

The Clinton administration has had an ambiguous position on the racial justice provisions. During committee action last month, two Justice Department officials said the administration opposed that section of the bill. Last week, another Department official said the administration was neutral, unquote.

Now, Attorney General Reno, does the Clinton administration support or oppose the so-called Racial Justice act provisions of the House crime bill?

Attorney General RENO. As I testified before you a little over a year ago, I think it is imperative that all prosecutors around the Nation, including the Attorney General, make sure that there is no

action on their part that results in disparate treatment based on race or other appropriate category.

Senator HATCH. I agree with that.

Attorney General RENO. I know we all share in that.

Senator HATCH. Right.

Attorney General RENO. To that end, we have developed in the Department of Justice an initiative to make sure that that happens and that people can understand when we seek the death penalty, as we have, that it is not based on any disparate element of race.

At the sametime, we have addressed the issue. I, at the outset, told members of the House committee that we thought that there were federalism concerns and that we could not support it as applied to the States, but that we would be happy to address their concerns and see if legislation was necessary or if we could address the problem through our administrative procedures, and that is what we are trying to do. We have not taken a position on the Racial Justice act in the House.

Senator HATCH. Well, I would like you to take a position and send us a letter, whichever way you go on it. Frankly, I agree with you that there should be no prejudice in any of these matters. The 14th amendment provides that in the Constitution. If you read the *McCleskey v. Kemp* case, which I know you have, Justice Powell and others make it very clear that if the Racial Justice act is passed, for all practical purposes the death penalty will be done away with. Certainly, the enforcement of the death penalty will be done away with.

So I would like you to send me a letter, hopefully within the next few days, one way or the other on what position you take because I intend to get that Racial Justice act out of the bill because I think it is silly to beat our breasts and act like we are tough on crime and then take away the ability to enforce the criminal sanctions that you have just spoken pretty strongly about in your remarks talking about the enforcement side. So will you be kind enough to do that?

Attorney General RENO. I will send you a letter, Senator. I will send you a letter confirming what I have said, but let me point out to you how important it is for us to look beyond this issue and to make sure that—

Senator HATCH. I agree with that.

Attorney General RENO. OK.

Senator HATCH. I agree it is important.

Attorney General RENO. But let me point out that it is important for us all. In Florida, we had career criminal implementation. People said that it was being applied based on disparate issues of race. A study was done and results indicated that in some circuits that might be the case. We all need to work together to make sure that race is never, ever an element.

Senator HATCH. That, I agree with, and I don't know anybody who wouldn't, but if President Clinton truly supports the death penalty, as he indicates he does, if he truly wants the Federal death penalty provisions in the crime bill, then he has got to speak out against the so-called Racial Justice act.

The only conclusion that anybody could draw if you take a position of neutrality on it is that he is in favor of it or that he is not

willing to support the death penalty, the implementation of it, in this country at both the State and the Federal levels.

Attorney General RENO. The best way to indicate that you are supporting implementation of the death penalty is to ask for it and to ask for it in a fair way, and I think I have done that.

Senator HATCH. But if you do that and you have the Racial Justice act that requires all kinds of statistical analysis that can be done in a variety of ways that will delay and provide for even more appeals, and really looks at though it requires, according to Justice Powell, a zero implementation rate, then having 60 provisions in the House bill, which I think is ridiculous anyway—and we have 52 or 53 in ours—seems to me to be just so much phoniness.

Attorney General RENO. I look forward to working with you in every way possible, and I would reiterate to you Senator, as I have told you on a number of occasions—you indicated you would like to meet with me more. I have indicated to all of the members of this committee on a number of occasions that if you ever need to meet with me, call me and I will be right over here.

Senator HATCH. I know that.

Attorney General RENO. I would be delighted to meet with you to make sure that I do everything possible to ensure the appropriate application of the Federal death penalty in a fair, non-discriminatory way, and then I think we should all realize that the death penalty is important, but as important is preventing the crime in the first place.

Senator HATCH. I agree.

Attorney General RENO. We spend so much time talking about the death penalty when we could also be talking about constructive programs that make sure we don't have to use it and that the crime that precipitates its use never occurs.

The CHAIRMAN. Senator, if you would just yield for two seconds, I just want the record to show that it is only time that is preventing me from intervening in your characterization of what the Racial Justice act would or would not do, but we will have plenty of time to debate it, I know.

Senator HATCH. Well, my time is up, but I think the answer I want is if the final crime bill passes with Racial Justice in it, is President Clinton going to sign it. Frankly, I don't see how he can if he wants to really make a difference in the violent crime in this country, but I would like to have your response on that.

Attorney General RENO. My response again, Senator, is that it is important to get a crime bill passed that provides aid to prisons throughout this country to make sure the dangerous offenders are housed for the length of time the judges are sentencing them, that we have 100,000 police officers on the streets of this country, that the death penalty is properly implemented in the crime bill, and that we get prevention programs that work.

The CHAIRMAN. Thank you very much, General. I can't envision the possibility of his not signing it if it is in there. I would hope he wouldn't be so foolish as to not sign it, but you never say a President is foolish.

Strike that. I did not say any President has ever been foolish.

Attorney General RENO. As you remember, Mr. Chairman, he said send him a crime bill and he is going to sign it.

The CHAIRMAN. I want to make sure we get some stuff out of it before we do. Now, I know you have to be some place in 7 minutes. Would you be willing to come back, not today, but come back to—

Attorney General RENO. I would be delighted to come back.

The CHAIRMAN. But if anyone really has a short question, I would—Senator Cohen has been waiting.

Senator Grassley?

Senator GRASSLEY. For Senator Cohen's benefit, as well as my own and yours, I will tell you how I planned this. I was attending the Finance Committee hearing. Down there, it is first come, first served. So I went down there to get my place in order and then I came up here, based on seniority, to participate, here. Then I am going back down there to ask some questions on health care reform. That is the way I planned my day.

The CHAIRMAN. Well, you go right ahead, Senator.

Senator GRASSLEY. I want to say thank you, too. In March, you visited my State and attended a lot of groups and schools and organizations that are involved in helping kids at risk. I thank you very much for doing that and spending some time in my State.

I want to discuss with you something that you and I have discussed personally, as well as through the newspapers, not so much you and I, but the people in your Department and I, and that is the at-risk children who are being exploited by child pornographers, and I want to ask you about the *Knox* case.

The Justice Department reversed its longstanding interpretation of the 1984 Child Protection act when it argued that the law does not apply because the children were not nude and their private parts could not be discerned, and also because the children had not themselves acted lasciviously. Then the Senate voted 100 to 0 last November to disapprove this position as contrary to Congressional intent, and the President publicly repudiated the Department of Justice position.

While it is all well and good that the Department is now taking a stronger stand, which I understand you are, before the third circuit in the *Knox* case, I still think that the Department of Justice is not going far enough to carry out Congressional intent to stop the trash that goes with child pornography and the exploitation of children who are involved.

Why did the Department of Justice argue to weaken the statute, and if it takes 100 members of the Senate in a specific vote to have even a little child protection happen through enforcing the laws in the way congress intended, can you give me any sort of assurance that something like this will not happen with the Department of Justice and the enforcement of some law in the future regarding child pornography or anything else, where it is so obviously clear what Congress intended?

Attorney General RENO. Senator, what I assure you is that I have, am and will continue to do everything I can to uphold the laws of this country that focus on child pornography, and that I have, am and will do everything I can to make this the top priority in terms of child exploitation, and I look forward to working with you in that effort.

Senator GRASSLEY. Thank you, Mr. Chairman.

The CHAIRMAN. Thank you.

Senator Specter, would you mind if I go to Senator Cohen? He has not been able to ask a question yet.

Senator SPECTER. That is fine.

The CHAIRMAN. Do you have a question, Senator?

Senator COHEN. Yes, I do.

The CHAIRMAN. Why don't you go ahead?

Senator COHEN. I will be very brief, if I can, and thank you, Senator Biden.

Attorney General Reno, both you and the President have campaigned rather vigorously on behalf of children, particularly at-risk children, and I want to commend you for that, but I notice that the President has not yet nominated an administrator for the Office of Juvenile Justice and Delinquency Prevention. The question is why has it taken a year in order to name a person to this very important position and when can we expect the name to come forward?

Attorney General RENO. Senator, I have publicly said on a number of occasions that probably the most frustrating aspect of this job in this first year has been the staffing issues, and we are moving on it. It is obviously something near and dear to my heart and we want to make sure that it is done as soon as possible. I would expect it shortly.

Senator COHEN. Thank you. Mr. Chairman, when the Attorney General returns again, I would follow up with other questions I have for her.

The CHAIRMAN. And we will leave the record open for additional questions today for the Attorney General.

Attorney General RENO. And I will have somebody call when I return and make sure that we schedule it as soon as possible according to your schedule.

The CHAIRMAN. Senator Specter?

Senator SPECTER. Thank you, Mr. Chairman.

I realize your commitments and I, too, shall be brief. I have quite a few questions on the children at risk issue, but let me take up two relatively brief subjects. One, our crime bill omits any reference to Federal habeas corpus which has been the cause of tremendous delay, with some death penalty cases taking as long as 17 years and, on the average, almost 9 years.

While this is a very complex subject, I just have one very brief question for you before I proceed to other issues. Do you see any reason why the Federal statute could not be changed so that the Federal courts could be open on habeas corpus review as soon as the first direct appeal is finished on death penalty cases?

Attorney General RENO. I wasn't expecting that question this morning on prevention, so let me—if I may, Senator, so that we look at it carefully, let me address that and, if I may, I will respond for the record and then I will be happy to come visit with you on it.

Senator SPECTER. All right, fine. What I am going to do is send you the bill which was passed in the Senate in 1989 and which was set aside on the current crime bill to get your views on the bill in its entirety.

[The information referred to is contained in the committee files.]

Senator SPECTER. The second subject I would like to take up with you concerns the "three strikes and you are out" policy. My sense

is that we are not going to incarcerate career criminals for life after their third offense unless we have taken some preliminary steps, because mandatory sentences do not work in the courtroom.

You have extensive experience as a prosecutor in a big American city, as do I, and I had tried for years to get life sentences under habitual offender statutes. What I have been working on for the 14 years that I have been in the Senate is to get literacy training and job training so that after a person has committed a first offense they have that opportunity, and after they have committed a second offense they have the same opportunity.

There is not much concern in America for the criminal himself or herself today. There is a desire to take the criminal out of the crime cycle through rehabilitation so that a violent criminal does not commit a second offense.

I think there is a feeling in the public that if rehabilitation fails after the second offense, and the criminal commits a third violent crime then a life sentence should follow. I would like your thinking as to the necessity or desirability of implementing literacy and job training programs so that we can make a real effort to take the criminal out of the career cycle, or at least set the stage for a life sentence if the person commits the third violent offense.

Attorney General RENO. I think it is absolutely critical, Senator, and I have spoken out on the issue and I have tried to make sure that as we proceed to conference there are provisions that can address the problem of in-prison training addressing literacy issues, addressing job training and skills issues and work ethic issues.

I have had the chance to visit a program where they are teaching youngsters—not youngsters—I mean, 18- 19-year-old criminals, what it means to get to work on time, how to interview, how to take criticism, how to work with others. I have been seeing them out in the community applying those skills and making a success. Literacy, education, job training—it makes no sense for us to put somebody in prison and then return them to the community without the skills that will enable them to have half a chance of avoiding crime in the future.

Senator SPECTER. Thank you, Madam Attorney General. I wanted to make that point because I hope we take this up in conference in some detail to make three strikes and you are out a reality as opposed to just political rhetoric.

Thank you very much.

The CHAIRMAN. Thank you very much, General. I know we have made you late. Thanks for being here. I look forward to your coming back.

Attorney General RENO. Thank you.

[The prepared statement of Janet Reno follows:]

#### PREPARED STATEMENT OF ATTORNEY GENERAL JANET RENO

Chairman Biden, members of the Judiciary Committee, it is a privilege to be with you today to speak about one of the key elements of any serious anti-crime effort—establishing and nurturing prevention programs that work. I believe that we are at one of those rare points in history when a nonpartisan consensus develops regarding what needs to be done to address a critical national problem. The problem is crime, and, while we will continue to debate the details, a consensus is emerging that successful anti-crime efforts require a balance between law enforcement efforts, certain and appropriately severe punishment, and strenuous efforts to keep young people

from beginning on the path of crime and diverting those who have begun down that path.

This Administration is committed to working hand-in-hand with the Congress, governors, mayors, police, community leaders, teachers, parents and youth to rid our streets and neighborhoods of the crime plague. We have a plan to fight crime. A plan that adopts the growing national consensus that effective anti-crime efforts must be balanced. A plan that is largely reflected in the provisions of the Senate and House Crime Bills which many members of this Committee will soon be working to reconcile in conference and which we did hope will quickly be enacted.

The key components of the President's anti-crime program are police, punishment and prevention.

- We must put more police on the nations streets and get all of our police to work in partnership with their communities to reduce and prevent crime;
- We must assure that convicted violent repeat criminals are punished swiftly and severely and that other offenders, particularly first time offenders, receive certain appropriate punishment so that they learn that crime does not pay; and
- We must guarantee that we have in place effective crime and drug prevention programs that will give young people something to which they can say yes.

Before turning specifically to today's topic of prevention programs, I would like to briefly highlight what we are doing in the other areas of policing and punishment. I want to take this opportunity because I believe its important to continually emphasize that an effective crime fighting program requires all three elements— we need to speak of each at every opportunity.

#### MORE POLICE OFFICERS AND COMMUNITY POLICING

The President wants to help communities hire an additional 100,000 police officers over the next five years. The Crime Bill authorizes the money to hire these desperately needed new law enforcement officers to help prevent and reduce crime and expand community policing.

Now, some are arguing that America's towns and cities do not want or cannot afford these new officers. I think those who make this argument are out of touch with the situation around the country. As you know, the President's successful Jobs Bill included one hundred and fifty million dollars (\$150 million) to help communities hire more police officers. The response from around the country has been overwhelming. The Department of Justice received in excess of 2700 applications from communities around the country for the assistance available to help hire approximately 2000 officers. Every place I have traveled since the program was begun nearly the first question I get from local officials is when will they get their new officers. This is hardly the reaction of communities that don't want help to hire more officers.

While putting more officers on our streets is essential to reestablishing the sense of security that is absent in too many communities, equally important is better, smarter police work by police who work hand-in-glove with their neighborhoods to win the battle against crime and dig block-by-block, community-by-community. Community policing has reduced crime and tensions in cities and towns and rural communities from Los Angeles to Gaston County, North Carolina, to Joliet, Illinois and St. Louis, Missouri to Baltimore, Maryland and back to San Diego. The community's help can effectively multiply law enforcement resources and provide essential neighborhood support for cops on the beat.

Community policing, moreover, also can play a central role in implementing comprehensive community based prevention initiatives with officers, for example, using a problem-solving approaches to addressing to correct situations contributing to the local crime rate, by participating as part of multidisciplinary teams, and by working directly with high risk youth.

#### CERTAIN PUNISHMENT THAT FITS THE CRIME

In addition to putting more officers on the streets, we need to back our police officers, prosecutors and judges by providing for swift and severe punishment for violent, chronic offenders, as well as certain and appropriate punishment for all who commit crimes. The pending Crime Bills provide many of the necessary elements of improved punishment:

- Creation of a targeted "three strikes you're out" provision which focuses upon the repeat violent offenders who commit so much of the crime that plagues our communities and establishes the principle that those who will not stop preying on our communities will not be released back into those communities;

- Helping the states to build the prison space necessary to insure that no violent offender is ever released early for lack of a prison cell;
- Reestablishment of a workable, constitutional death penalty for the most heinous crimes; and
- Fostering creative intermediate sanctions, such as boot camps, that provide first time offenders with both punishment, so that they learn that society will not tolerate criminal behavior, and the education, training, discipline and treatment, when necessary, that can enable them to take advantage of the opportunity to begin anew.

#### PREVENTION

I would like to turn now to the specific topic of today's hearing, prevention programs. I stated at the outset, effective prevention programs are an essential component of a comprehensive balanced program to fight crime in America. The bipartisan consensus that is developing over the need for prevention programs provides us with both a great opportunity and a great responsibility.

We have the opportunity to develop and nurture programs which can give young Americans the employment, recreational and educational alternatives to crime that they so desperately crave.

We have the opportunity to break the cycle of violence that so often begins with children seeing violence against their mothers by family members by doing something serious about domestic violence and other forms of violence against women.

We have the opportunity to support parents who are attempting to instill within their children the self discipline and self-respect that will enable them to be productive and law abiding citizens, because we must always remember that, whatever the government does, caring parents and strong families will always remain the principal crime prevention program.

We have the opportunity to help those who have taken the first step down the path of crime turn around by making it clear to them through appropriate punishment that society will not tolerate criminal behavior while simultaneously providing them the treatment, skills, education, and discipline that will allow them a chance to succeed.

We have the opportunity to prevent the substance abuse that underlies so much criminal behavior with effective demand reduction programs such as DARE that can keep our kids from starting drugs; and through treatment and monitoring programs, in and out of the criminal justice system, provide a real chance for those who have begun use and those who suffer from hard core addictions.

Crime Bills passed by the Senate and House contain numerous programs which take advantage of the opportunity presented by the growing consensus that we must seek to prevent crime. Among those programs are

- The President's Youth Employment Skills program "Y.E.S" contained in the House bill which will give young people something to say yes to by providing job training and opportunities to those in hard-hit, high-crime areas.
- The Ounce of Prevention programs included in both the Senate and House bills which provide a mechanism for coordinating the federal governments efforts to provide educational and recreational alternatives to drugs and crime such as keeping schools open after hours to serve as community centers and expanding after school activities, such as Boys and Girls clubs, that keep kids safely off the streets.
- The Police Partnerships for Children program in both the Senate and House bills that encourages police officers to become involved with children and family services agencies to divert at risk children.
- Drug Court programs which will support intensive court supervision of drug dependent defendants to provide the carrot and stick approach that can help them beat their addiction.
- The Gang Resistance Education and Training program (G.R.E.A.T.) which helps kids fight the allure of gang membership.

This is only a partial listing of the prevention programs in the two Crime Bills; there are many others, too numerous to mention, equally deserving of attention. My point is not to pick and choose, but rather to demonstrate that the ideas are there waiting for us to act.

While we have a wonderful opportunity to act, we also have a tremendous responsibility to act wisely. I believe that in order to truly take advantage of the opportunity now presented, the conference reported Crime Bill should contain full authorization level for prevention programs contained in the House bill. This will be

money well spent to prevent crime, but in these times of fiscal restraint we must insure that the money is spent well.

The first step to spending the money well is to see that it is spent on programs with elements that have been demonstrated effective. While I am a staunch supporter of prevention programs, I am also a hard-nosed realist. Every effort to establish a prevention program is not a success. Even programs which succeed in one place may not work in another. We therefore must insure that scarce resources go to programs that rely upon proven elements while preserving the flexibility to see those elements combined in innovative ways to meet local needs.

The Committee's efforts in conducting this hearing and publishing its catalogue are a tremendous contribution to directing resources to proven programs. You have identified programs that work and held them up for all to see as models to be followed and adapted to local conditions around the country. In my view, this is one of the essential roles of the federal government and you are to be commended.

In addition to showcasing successful programs, spending our money well requires that we coordinate the federal government's efforts. We simply cannot afford the duplication, waste and bureaucratic infighting that too often accompany government programs. We must work together across agencies and levels of government.

I have seen this coordination work in the PACT (Pulling America's Communities Together) Project initiated by the Departments of Justice, Education, HHS, HUD, Labor and the Office of National Drug Control Policy (ONDCP) in four jurisdictions. The PACT Project is designed to facilitate communities in the process of building comprehensive jurisdiction wide strategies, aimed at reducing violence. The federal role in PACT is a supportive one. Federal agency representatives provide information about programs that offer hope of success to the jurisdiction as their strategies and program ideas are being developed. This includes information about program operation and evaluation. The federal agencies also coordinate the delivery of existing program assistance to these communities. Conversely, input to the Administration through this planning and implementation process has a positive impact on Federal program development. The PACT Project calls for a more interactive relationship between the federal agencies and local communities—in the process of policy and program development, in providing technical assistance and information on the best practices known to the Federal Government and in making communities aware of every possible funding opportunity available to them to help implement their ideas. These coordination needs and functions will be increasingly important as we work to implement the crime bill and other major prevention-related initiatives. While coordination requires hard work, the preliminary results with P.A.C.T. convince me that it's well worth the effort. I trust that through the Ounce of Prevention Council and other means we can achieve similar success in cooperation and coordination.

#### CONCLUSION

Thank you again for the opportunity to appear before the Committee on the important topic of crime prevention programs. Working together, in the nonpartisan spirit that led to Senate passage of a Crime Bill, I am confident that we can build upon the consensus that in order to successfully fight crime, we must work to prevent crime.

The CHAIRMAN. I should tell the prevention program folks we have asked to be here, if you want to let the kids with you get up and go stretch their legs, they can do that or they can wait. I know this is a long time for some of them.

We have three very important members of the Senate who have done a lot of work on prevention issues and have, quite frankly, strengthened the Senate crime bill considerably, and I am delighted they are here—Senator Stevens, Senator Domenici and, I believe, Senator Danforth, who may be tied up in the Finance Committee. I don't know, but he was invited as well to participate this morning. I welcome you all.

Ted, the floor is yours.

**STATEMENT OF HON. TED STEVENS, A U.S. SENATOR FROM  
THE STATE OF ALASKA**

Senator STEVENS. Thank you very much, Mr. Chairman. I am here to talk about the Olympic Youth Development Center Program that is an item in this bill now. You will recall that on the floor we raised the amount of money for this from \$25 million to \$50 million. I do think that it is necessary to get these centers started right.

This program will enable the U.S. Olympic Committee to develop sports programs for young people between the ages of 8 and 18 in low-income and high-crime areas of our country. I think really that the Olympic movement is a great movement to teach basic ethical principles and build character strength for our young people.

I would ask you to put my statement in full in the record, if I may, Mr. Chairman.

It does seem to me that the basic problem we have is the country doesn't seem to be aware yet that we are going to have Olympics every 2 years now, and the necessity of having these centers is accented by the fact that the Olympics will come now every 2 years. There will be a 4-year interval between summer Olympics, but we are going to be involved in the Olympics on a fulltime basis now and this concept of giving America's youth the chance to really increase their skills, to provide role models—incidentally, two Olympic gold medalists, Joyner and Fitzgerald, will testify this week here about how these sports activities have changed their lives.

It is, I think, a very important program. There is some opposition to it, I would say not from the Olympic movement, though. I have not had any adverse comment from anyone in the sports field, and I would urge you to hold that money. I think it is a tremendous way—by the way, it multiplies many-fold if we put money into these activities.

The CHAIRMAN. Absolutely.

Senator STEVENS. The private sector is really coming forth to support those Olympic programs, but we need centers in each State. This will start six of them, and in the outyears we will have to figure out how to get additional monies.

The CHAIRMAN. Well, Senator, I can assure you if I have anything to do with it—and I may have some small bit to do with it—we will do our best to keep that in the conference. I believe the Senator from Utah shares my view.

Senator HATCH. I do.

The CHAIRMAN. We want to thank you for your leadership.

Senator STEVENS. I would like to leave the whole statement for the record, Mr. Chairman.

The CHAIRMAN. We will be happy to do that. Without objection, we will put it in.

I want the record to note that no one has ever accused the senior Senator from Alaska of being soft on crime, and here he is supporting a significant prevention program. It makes a big difference, your doing it, Ted. Thank you.

Senator STEVENS. Thank you very much.

Senator HATCH. Thanks, Ted.

[The prepared statement of Senator Stevens follows:]

**PREPARED STATEMENT OF SENATOR TED STEVENS**

I strongly support the provision in the Senate Crime bill to create the Olympic Youth Development Center program.

The Olympic Youth Development Program would enable the U.S. Olympic Committee to develop sports programs for youths between the ages of eight and eighteen in low-income and high crime areas of our country.

It has been shown again and again that sports activities can teach the basic ethical principles and character strengths that our young people need.

I firmly believe the program would help to reduce the levels of violent and criminal activity among our youths.

Participation in the program would be without regard to athletic ability.

The program would be instituted in every state of the Union, with the goal of establishing the first six centers within one year of enactment.

The USOC is strongly behind the program, and has agreed to contribute matching funds increasing from approximately \$7 million in the first year, to \$12.5 million in the fourth and final year.

The program would make use of the USOC's many valuable resources—from the olympic athletes who would participate and provide role models, to the expert coaches and personnel within the USOC and its family of organizing bodies that would be made available.

The USOC will present testimony on this program to a Labor panel this Thursday.

I encourage you to attend that hearing. Two olympic gold medalists—Al Joyner and Benita Fitzgerald—will testify about their own personal experiences and the value of sports in their lives.

As you know, in November my amendment was adopted to raise the authorization level for the Olympic Youth Centers from \$25 million to \$50 million in the first year of the program.

As I said then, I believe we should get these Centers started right.

Fifty million dollars is the minimum needed to get the first 6 Centers established in the first year and the balance of the centers in the out years.

Our young people have a tremendous fascination with sports and I urge my colleagues to support this program to give our less fortunate young Americans the opportunity to benefit from the self-discipline and fitness that goes along with participation in sports. Thank you.

**The CHAIRMAN.** Now, the distinguished former chairman of the Budget Committee. He is probably happy he is not the chairman right now.

Senator DOMENICI. I am just waiting around a few months.

**The CHAIRMAN.** Well, that is true. I wasn't suggesting it wouldn't be, Pete. I was just suggesting it is a hard job.

Senator DOMENICI. I agree.

**The CHAIRMAN.** As you well know, had I not voluntarily gotten off the committee, I would be chairman and you would be in real trouble, or we would all be in real trouble.

Senator DOMENICI. Yes.

**The CHAIRMAN.** Welcome.

**STATEMENT OF HON. PETE V. DOMENICI, A U.S. SENATOR  
FROM THE STATE OF NEW MEXICO**

Senator DOMENICI. Mr. Chairman, I was going to speak about the Olympic centers. I introduced that amendment at the suggestion of some people that really thought we needed to offer our young people more opportunity to use their spare time in trying to develop their athletic skills and their discipline, and I am very pleased that on the floor it garnered much support and you accepted it. In fact, together, we increased the level of funding.

But I do believe it is important that you keep it; the House did not. The total funding provided in our bill, if appropriated, so the record will reflect, would have a center in every State in the second

or third year of its implementation, and I think that is important for the Senators to know.

Secondly, I am here because I think an Olympic center in a State provides opportunity for our young people to get involved in disciplined activities and to build their own self-esteem and to have some exciting courses that they can get involved in, processes that use their time.

I think you should know that one of the most startling things I have ascertained in preparation for that crime bill when it went to the floor was to find the following, in my home State, that public facilities, like our public schools, from grades one through senior high school, and in particular the middle schools and the junior high schools, as compared to just 15 or 20 years ago when Senator Biden was still a young man—

The CHAIRMAN. Thank you, Senator.

Senator DOMENICI. The use and availability of the public facilities, gymnasiums and playgrounds was far more than today.

The CHAIRMAN. Absolutely.

Senator DOMENICI. If you could imagine, with youth suffering in the country from not having enough to do in their spare time and not having adults working with them after school and on weekends and in summers, we have the public facilities of our Nation being used less rather than more.

So I combined on the floor with Senator Danforth, and others to take an amendment that Senator Danforth had and one that I had provide a new grant program for our States and cities that essentially will do the following. Essentially, it will say to communities, if you want to put together a comprehensive approach to the adults in the community working with the youth in the community to use their nonschool time in organized recreation, in tutoring and any kind of activity that will keep adults and young people together when they have all of this weekend and afterschool time, and even night time for opening gyms with adult supervising, we provided \$525 million over 5 years in this bill, with the concurrence of you two, both the chairman and ranking member, on the floor.

We put this in the Justice Department because we do not think it is an education bill. We do not think it is aid to the education system. We think, rather, it should be run by community leaders who use the facilities and expertise not only of the school system, but the university in the community, the amateur athletics in the community and, yes, adults who just want to be part of providing this.

Now, the House changed it some, and I will leave it for you and your staff to find out how, but let me tell you two ways they changed it that I think are very substantive and probably will have a negative effect, in my opinion.

First, they made it an education program. They put it under the Department of Education. It appears to me that they want to try to do the same thing, but a lot of the money would go for regular school time activities. Now, if we want to do that in a crime bill, it would seem to me it more appropriately belongs in the education bill. We are trying to do something about targeting crime and prevention, and I really urge that you give serious consideration to targeting this program as afterschool, weekend and, if we have

enough resources, summer programs that provide a couple of goals. A city that participates should provide every youngster with an opportunity to engage in any kind of sport that they want to, competitive or otherwise; that the program provide tutoring and other programs where adults are brought together with young people in organized ways; and last but not least that you seriously encourage that the effort also carry with it the responsibility of the community to educate, at that sametime, on antigang kinds of activities, antidrug activities.

Mr. Chairman and Senator Hatch, recently I attended on a Saturday morning in the city of Albuquerque a weekend camp in a poor area of my State where 450 young kids from the poor areas were in a 2-day comprehensive program. Boys and girls were there with many adults and many athletes, and for 2 days they worked together 7 or 8 hours out of the day on exercise and basketball, but they had group activities about why gangs are not good, why drugs don't work.

It was really amazing to think what you might do in a whole city if there was a program that encouraged the community to put their resources together, and we gave them some reason with some of our resources to do it in a comprehensive and well-rounded way.

I have other remarks. I will put them in the record, and I thank you so much for inviting me.

The CHAIRMAN. Without objection, they will be placed in the record.

Do you have to leave right now?

Senator DOMENICI. No. I will stay.

[The prepared statement of Senator Domenici follows:]

#### PREPARED STATEMENT OF SENATOR PETE V. DOMENICI

Chairman Biden and members of the Committee, I am pleased to testify at your hearing today on youth crime prevention. You have shown leadership in this area, as evidenced by your support for the prevention programs contained in the Senate bill.

At a time when Congressional proceedings seem to be growing increasingly partisan, I am here today to highlight and ask your continued support for a great bipartisan prevention effort that resulted in a few significant initiatives incorporated in the Senate crime bill.

As a bit of background on my involvement in this effort, this past October, I was Honorary Chairman of the second annual Youth Outstanding Unified Roundup or the "Y.O.U.R." Basketball Camp. The objective of this camp was to provide 250 financially deprived youth aged 6-16 with free basketball instruction and other life skills training that they could not otherwise afford.

It was a tremendous day. We hooked these kids in with the sports angle and while they were a captive audience, they were taught about the dangers of drugs, AIDS, gang violence and tools for crime prevention. It is a very successful event and demonstrated to me that these type of activities need to be replicated across this country and supported, where possible, by the federal government.

A group of Senators including myself, Senator Danforth, Senator Dodd, Senator Bradley, and Senator Kerrey found that we all were working independently for the incorporation of programs in the crime bill that would target young people before they enter the criminal justice system.

We joined forces and found that we could accomplish more for young people when we worked together.

We succeeded, through your help, Mr. Chairman, and the help of others on this Committee to have adopted, some significant prevention efforts. Among those are the Community Schools, Olympic Youth Development Centers, Ounce of Prevention, and grants to states for crime prevention.

One such program I wish to discuss with you today is the Community Schools and Olympic Youth Development piece.

It is a plan to involve young people in sports and other extracurricular and academic activities coupled with significant opportunities for interaction with strong adult role models. It is clear and specific, yet provides great flexibility to grantees in designing an appropriate structure.

It is a matching grant program with a two prong approach. The first prong provides grants to states through the application of a consortium of individuals interested in youth development. The consortium would establish youth sports, extracurricular, and academic enrichment programs that would operate on a year-round daily basis, on weekdays, weekends, and summers if funds permit.

This prong authorizes the larger portion of funding, \$100 million per year over four years. Wherever possible, we encourage the use of local schools and other places where children meet.

The second prong provides a grant to the United States Olympic Committee to establish what would be referred to as Olympic Youth Development Centers. They are authorized to receive \$50 million in the first year, and \$25 million each of the subsequent four years. The USOC would be charged with establishing at least one such center of activity in each state, more as funds increase.

All programs would provide to youth participants, regardless of athletic ability or disability, a strong program of sports and recreational activity, other extracurricular and academic programs, coupled with a physical exam, and nutrition guidance.

These programs will provide places for young people from poor communities to go after school, on weekends, and in the summer.

At this point, I'd like to share with you a couple of points I hope you will keep in mind as we move to conference on the crime bill. First, the House version of the Community Schools piece allows funds to be used for programs during school hours.

In my view, this thwarts the crime prevention focus of this program. The program is intended to provide supervision, protection, and constructive uses of time for children during their non-structured time away from school and family.

Second, it fails to authorize the Olympic Youth Development Centers portion of the program. The United States Olympic Committee is uniquely positioned to provide joint leadership with the Congress in promoting programs for young people to help build strong minds, bodies, and character.

These programs attempt to reach young people at a time when they most desperately need adult role models, constructive uses for their time and boundless energy. Young people need to hear, over and over again about respect for themselves and others, personal responsibility, values, and discipline.

Government can not and should never try to replace the family. Yet we can put forth policies which we hope will strengthen the family or at the very least, fill in those gaps where children are not receiving the support or direction they need and inwardly crave.

The problems of our young people turning toward delinquent behavior are everywhere, not just in the major US cities. It is a crisis that we must try to address on the front end.

I have grown increasingly concerned about the crisis in character in this nation and have come to believe that it is one of the root causes of youth crime and delinquency.

Some months ago, I organized a bipartisan group of Senators to review the issue of how we might encourage the integration of "Character" in our education and training programs. I had become aware of a private group, "The Character Counts Coalition" that had been working on the same goals, and asked them to attend our session.

This broad-based coalition involving people like Tom Selleck, Barbara Jordan, Marian Wright Edelman, and Bill Bennett endorsed the work of a group of eminent ethicists, educators, and representatives of youth who developed six core elements of character.

These are:

- (1) Trustworthiness,
- (2) Respect,
- (3) Responsibility,
- (4) Fairness,
- (5) Caring, and
- (6) Citizenship.

Who can argue with these Mr. Chairman? We certainly could not and decided, as a group, to endorse these six character elements, support the efforts of parents, schools, and many civic organizations who believe in character education, and form our informal group called the "Senate Character Counts Group." Our membership

includes: Senators Dodd, Nunn, Mikulski, Lieberman, Danforth, Cochran, Bennett, and me.

As a first step, we introduced S.J. Res. 178, to declare the week of October 16-22, 1994 as "National Character Counts Week." That resolution has been referred to your Committee Mr. Chairman, and hope that you and all the members of the committee will become cosponsors and provide favorable consideration to the measure.

A broad spectrum of organizations and many school districts have embraced the importance of character development in building good citizens. Over 40 organizations representing 30 million Americans have accepted the six core elements of character. These organizations include: The National Urban League, American Red Cross, Big Brothers Big Sisters, the YMCA, the American Federation of Teachers to name a few.

Even in my own state of New Mexico, the Albuquerque Public Schools have adopted the six core elements of character to be incorporated in programs and activities throughout the entire school system.

While in New Mexico over the past several months, I have met with judges, law enforcement personnel, and many others who work closely with youth and their families.

Over and over, its the same story:

Our young people simply do not understand the fundamental difference between right and wrong—they have no sense of responsibility to themselves or others.

As we look for ways in which we can affect positively our nation's youth—particularly in the area of crime prevention—I urge that we consider how we can incorporate the six core elements of character into our youth activities and programs.

The CHAIRMAN. Senator Danforth, welcome.

#### **STATEMENT OF HON. JOHN DANFORTH, A U.S. SENATOR FROM THE STATE OF MISSOURI**

Senator DANFORTH. Mr. Chairman, thank you very much, and I would say that you and Senator Hatch were cosponsors of the initial effort to provide some funds for the community school concept. At that point, it was simply a pilot project idea, but you saw it early on as being something that was very, very constructive and very useful.

The first time I got interested in this idea was after the Los Angeles riots of, I guess, a couple of years ago, and Senator Bradley and Senator Cohen and I had several meetings about what, if anything, we could do. At that time, we were thinking about the threat of a long, hot summer that would follow those riots.

There was a lot of talk about summer job programs and getting private sector employers to provide jobs, and I can remember talking to employers in my State and a number of them said to me, well, what do you want us to have these kids do, make work; we are not equipped to do this. Then we met with a very, very interesting person from the Washington area named Kent Amos, and he has been a person who has been an advocate of the community schools concept.

His notion is that the schools should be open 365 days a year, 24 hours a day, for kids until they reach the age of 20. The more we thought about it and the more we looked into this idea, the better it seemed because when you think about it, in some of our most high-risk areas of this country there are very few resources that are there. There is very little that is going on for these young people.

They go to school maybe 170 days a year.

The CHAIRMAN. Maybe they go to school.

Senator DANFORTH. Maybe 170 days a year for maybe 6 hours a day. What happens to the rest of the time? What happens at 3 p.m. in the afternoon when the school doors close and there is no place for them to go and there is nothing for them to do and there is no family? Oftentimes, there is no family any hour of the day, but certainly it is very unlikely that anybody is going to be around at 3 p.m. in the afternoon.

So much of what we think about with respect to crime is how do we punish bad people or bad kids, but how about good kids? How about kids who want to be good and who basically are good and there is absolutely nothing for them to do except for 6 hours a day, 170 days a year? What happens to them? Where do they go? The school doors close, it is 3 o'clock, and they are out on the street. What is there for them to do?

Maybe the most wholesome thing for them to do is watch television. That is not exactly wholesome. But there are the streets, there are the gangs, there are all of these things that they get into, and there is very little control, very little supervision, very little opportunity to do anything.

Well, what is one of the obvious resources even in the poorest community? It is the school building. Some of these school buildings are terrific. There was a program on national television a few weeks ago about the Kansas City, MO, school district. That is a school district that has been under a court order, very controversial. The idea of the Federal judge is to solve the school desegregation question by ordering really fabulous improvements to the schools.

The schools are modernized, and there are Olympic-size swimming pools, and so on. There is a model UN General Assembly with simultaneous translation booths and all kinds of things. Yet, the studies show that there is no improvement on the performance of the kids.

We have a resource. We have buildings, we have gymnasiums, we have a swimming pool. We have all of these resources that are nowhere else in the community. Why shut them down at 3 p.m. in the afternoon?

The CHAIRMAN. Exactly.

Senator DANFORTH. Why shut them down on weekends? Why shut them down in the summertime? If there is a long, hot summer, why do we want kids out on the street in the long, hot summer when we can have buildings where they can go and where there are community organizations that want to help these kids? That is what this legislation is all about.

In my State, there are 675 public school buildings that are now kept open for community use afterschool hours, and there are over 6,000 volunteers who have contributed almost 100,000 volunteer hours. That is pretty good, but the need is so great and the possibility is so great that this is what we should be doing.

So I want to thank you, Mr. Chairman and Senator Hatch, for your early recognition of this issue, and I hope that this crime legislation is the time we are going to do it. I absolutely agree with Senator Domenici. If communities want to do this, we should make the resources available to communities. We shouldn't wheel in the Department of Education—

The CHAIRMAN. Agreed.

Senator DANFORTH. Create an education program out of this. This should be gyms, it should be mentoring, it should be whatever—Boy Scout troops.

Senator DOMENICI. Boys Clubs.

Senator DANFORTH. Boys Clubs. Kent Amos talks about the possibility that little businesses could be formed. You know, kids could have a little movie theater or they could have a little restaurant thing that they could open up after hours. I think there are all sorts of innovative things that can be done, and the people who are going to come up with those innovative things are going to be people who live in those communities and who really care about the kids.

The CHAIRMAN. I would like to make three brief points, beginning first with saying thank you both, and also Senator Stevens and Senator Bradley. It is true, we had a lot of this in the bill, but it didn't gel like you all suggested. I want to be very blunt with you. The reason why, when I drafted the original bill, I just put in a pilot program—I must tell you, we all become committee-centered, and my responsibility has been this committee and I was so, I guess, tired of beating my head against a wall on what had been—and I don't direct this to my colleague, and I sincerely mean that, but just generally—on what was always an ideological war everytime I would introduce a crime bill that I decided to, quote, "slip in" a pilot program. I didn't think, quite bluntly, that it had the resonance that you all provided for it.

So my first point is your going to the floor—moderate and conservative Republicans coming to the floor of the U.S. Senate and being the ones to insist that we expand on the notion I put in the original Biden bill which did more, I think, to begin the process of breaking down this sort of ideological war that always takes place when we talk about a crime bill.

First of all, you are right substantively, but what I am thanking you for is changing the nature of the debate, not just on this specific program. Half a billion bucks is a lot of money, very important, but on the larger question of us finally all getting—not that we were ever apart personally, but we as a Congress getting together on saying, hey, just think about it, gentlemen.

The last crime bill that I introduced that came out of this committee 4 years—would anybody believe we would be sitting here today, not the four of us but the Congress, all agreeing on significant involvement in prevention, just how much and precisely where we put it? So, thank you. You made that happen.

The second point that I would like to make to you is that, Pete, you are right. The irony is that when the problem was less, we used the facilities more. But I would argue there is a reason for that, and I am not laying it at anyone's feet, any individual or any community, but school teachers are under siege and school districts are under siege.

Every fall, we turn on the television and we see repeatedly on the national news football programs shutting down, girls' field hockey programs shutting down, schools and communities concluding they will not fund afterschool programs any longer, et cetera.

The point that you all have made here is very important. When I have been talking about afterschool programs—and my wife is a school teacher, although she now teaches at the college level, but for 17 years, she taught in the public school system. She and her colleagues pale because they think it means, wait a minute, you are not going to give us any more resources; you are going to make the same folks who run the system from 7 a.m. in the morning until 3, 4, or 5 p.m.—we are going to make you keep it open until midnight. That is not what we are talking about.

What you do hear in your innovative suggestions is this again—correct me if I am wrong, Pete—this is a little bit of one-stop shopping. We are also going to have, as you point out, Jack, not just a sports program, but if the community wants to put in a Junior Achievement type operation where they actually want to set up on the school grounds a refreshment stand for these afterschool things and run it like a business. Anything the community wants to do within the law is something we encourage them to do with this.

The absolutely last point that I would make to you is that I think your leadership, the bipartisan leadership you have provided here, is going to force people to understand what we are about to hear. The first program we are going to highlight today when the four of us are finished here is just such a program in Harlem where they keep open the schools until 11 and 12 o'clock at night in Harlem, and it is a program that is working without us telling them exactly what to do when they keep it open. We are not even providing the money now. This is a program that we picked out that is underway and working. You all know this better than I do, I know, but it is working, and so I think it has a great deal of promise.

I think the promise is in direct proportion to us not bureaucratizing it, in direct proportion to how quickly we get the money from a central agency or group directly to the program and let the community be involved in running the program. I can assure you, to the extent that I can be of any impact in the conference, that is what we will do.

I know we all know this, but the public doesn't know it. We will be calling on you folks to make your contacts when we get down to the wire on this in the House to use your influence, as you have used it so well over here, with our mutual friends in the House because you make the right approach and you have changed the nature of the debate. For that, I thank you very, very much.

Senator DOMENICI. Thank you, Mr. Chairman.

The CHAIRMAN. Senator Hatch?

Senator HATCH. Well, thank you, Mr. Chairman. I want to say that you have been major players in the community schools provision of the crime bill, and I personally have appreciated it as well. Senator Stevens, of course, secured passage of the Olympic Youth Centers Program or measure. Both of those programs offer young people in this country greater opportunities to positively challenge their spare time, certainly, after school, and hopefully on the weekends as well.

Our next witness, Geoffrey Canada, runs what is essentially a community school in Harlem, and people there truly are working to provide these young people with an alternative to the distractions inherent in our poorest communities, something that you are

trying to do as well. Frankly, your approach builds upon what Mr. Canada and others are doing. So I will work very hard to keep your proposal in the bill, and I agree that we shouldn't mix it up with the Department of Education. We ought to make this thing work the way you have envisioned it to work, and I will do everything in my power to assist Senator Biden in seeing that it is done.

I want to compliment you, as well as Senator Bradley and Senator Stevens, for the work you have done.

The CHAIRMAN. Senator Domenici?

Senator DOMENICI. Mr. Chairman, I think we ought to add Senator Dodd to this.

Senator HATCH. Sure.

Senator DOMENICI. He rather quickly joined with us on the floor. Senator Danforth talked about his pilot bill and expanded it, and then before we were finished we had a lot of support. We have mentioned most of those who helped. Senators Bradley and Kerrey also helped us very much.

Mr. Chairman, I think I would like to just close with one observation. This is not a program, at least from my standpoint, that is saying the Federal Government knows best.

The CHAIRMAN. Right.

Senator DOMENICI. But, rather, it is saying we know that if we are going to spend some additional money in the field of crime or crime prevention, we ought to give communities a chance to have enough resources to build their entire local commitment around this effort.

I can tell you, if it is led right at the local level, there will be businesses involved, there will be adults, there will be universities, because everybody is frightened to death about what is going to happen to their children who are not yet in trouble who are out there in this milieu that grabs up five or six percent every 6 or 7 months and dumps them into that crime group. This would be our way of saying we are going to try to help the community that wants to do something about that.

The CHAIRMAN. I agree and, again, the reason why I put together this book, Senator, that is the purpose of the hearing today is to demonstrate to people in other communities where they are unaware of the programs that they have a chance if they just let their creative juices run a little bit. It works. This is not pie-in-the-sky stuff.

But, again, the reason I didn't mention Senator Dodd is Dodd has always been involved in this, but when leading senior Republicans come along, as you always have—you have always been involved as well—and in a crime bill on the floor say this is an important piece, you have change the dynamic of the debate, and that is what is so important, in my view.

Senator DANFORTH. Mr. Chairman, could I address myself very briefly to a question that I am told you put to Senator Dodd earlier today?

The CHAIRMAN. Sure.

Senator DANFORTH. I think you asked him about a provision in the House bill—I am told there is a provision in the House bill that excludes clergy or excludes churches.

The CHAIRMAN. Well, it does not expressly prohibit the involvement, but it just doesn't include them. In our mutual legislation, we list the ability of churches to be among the included groups.

Senator DANFORTH. Yes; well, everytime the school prayer issues comes to the floor of the Senate, I am one who goes over and argues against mixing religion and public schools. I mean, that is something that I just happen to be on that side of that issue.

However, it is clear that some of the people who care most about young people, and particularly the most vulnerable young people, are people who do it out of a religious commitment.

The CHAIRMAN. Agreed.

Senator DANFORTH. I think that it is important to recognize that and not get in their hair. Obviously, proselytizing is one thing, and you don't want that.

Senator DOMENICI. It is prohibited in the legislation.

Senator DANFORTH. But to try to exclude people on the basis of their religious commitment to doing it, I think, would be wrong.

The CHAIRMAN. I agree with you completely.

I see Senator Grassley is here. Did you have any questions for our colleagues?

Senator GRASSLEY. No.

The CHAIRMAN. Gentlemen, I know you are busy. Thanks for your effort. I promise you we will keep you in touch on this conference as we move along.

Senator DANFORTH. Thank you, Mr. Chairman.

The CHAIRMAN. Now, we are going to just recess for about 2 minutes to give our next panel a chance to gather up the kids. Geoffrey Canada, President and CEO, and Patricia Miller, our 11-year old, and Kevin Pringle, our 12-year old—would they come forward? Then we will get started.

[Recess.]

The CHAIRMAN. The hearing will come to order.

I want you kids to pretend nobody is here and we are just sort of hanging out, OK?

Mr. PRINGLE. All right.

The CHAIRMAN. OK, you got it, Kev. By the way, Kevin, I would like to know who your tailor is, who dresses you, man, because I want to tell you that is a good-looking jacket and good-looking tie.

Mr. PRINGLE. Thank you.

The CHAIRMAN. And, Patricia, you look lovely as well, and thank you both for coming.

Geoffrey Canada has been the CEO and President of the Rheedlen Centers for Children and Families since 1990. He has held leadership positions in the organization since 1983. One of the many initiatives started during his tenure as president of the Beacon program located in Countee Cullen Elementary School in Central Harlem, which we will soon hear more about.

Mr. Canada has spent his career working with at-risk children. He has worked with youth with emotional disabilities and at a day school for troubled inner-city children. Among his many awards, Mr. Canada recently received the Hero Award from the Robin Hood Foundation, as well as the Spirit of the City Award from the Cathedral of St. John the Divine.

Mr. Canada wears many hats. He teaches martial arts, which I could tell when he shook my hand. He serves as the East Coast Regional Coordinator for the Black Community Crusade for Children, and is a member of the board of trustees for the city project, Gel Incorporated, and the New York Black Child Development Institute.

Mr. Canada was born in New York City, raised in the South Bronx, received his bachelor of arts degree from Bowdoin University and his master's degree in education from the Harvard Graduate School of Education—obviously, educationally deprived. [Laughter.]

The CHAIRMAN. Would you note that they laughed? That was meant to be a joke. I don't want my distinguished friend from Maine, who is a Bowdoin graduate, to think I was speaking ill of his great college.

With Mr. Canada are two children who go to the Countee Cullen School—Patricia Miller, looking lovely and alert, and I saw her writing her own notes back there, and Kevin Pringle. I am sure that Mr. Canada will tell us more about them.

Mr. Canada, first of all, thanks for coming, and thanks for waiting and thanks for letting us include your program in our catalog. The floor is yours. Tell us about yourself and about these kids and about what you think we should be doing.

**PANEL CONSISTING OF GEOFFREY CANADA, PRESIDENT AND CHIEF EXECUTIVE OFFICER, RHEEDLEN CENTERS FOR CHILDREN AND FAMILIES, NEW YORK, NY; ACCOMPANIED BY PATRICIA MILLER AND KEVIN PRINGLE**

**STATEMENT OF GEOFFREY CANADA**

Mr. CANADA. Thank you very much, Senator. I would like to say good morning to you, Senator Biden, and also you, Senator Hatch. My name is Geoff Canada. I am the President and Chief Executive Officer of the Rheedlen Centers for Children and Families. Rheedlen is a comprehensive youth and family center serving children in Central Harlem and the west side of Manhattan. Rheedlen works with over 1,700 children and their families each week, providing a range of education, social services and family support to them.

I am pleased to be here this morning to testify on behalf of a strategy that I think is critical if this country is going to seriously address the issues of crime and violence. It is clear that Americans all over this country have become aware that crime, and especially violent crime, is threatening our country and is really causing a crisis in this country.

There has been a lot of discussion around the need for additional police, stiffer jail sentences, and increasing the number of crimes that are punished by the death penalty. What has been missing from the debate is a discussion around the prevention strategy which necessarily goes hand in hand with the law enforcement strategy.

For 20 years, I have been involved in working with young people from poor inner-city communities in New York City and Boston. I have become convinced that a primary cause of the escalating vio-

lence among our youth has been a disinvestment in youth services by government. Children are being told to say no to drugs, no to crime, no to teenage pregnancy, but we have yet to give children something to say yes to.

In communities like Central Harlem, the one in which Rheedlen works, the problem can be demonstrated best by recent research we did on activities in Central Harlem available to adolescents between the hours of 8 and 11 p.m. in the evening. When we removed the services that Rheedlen provides to young people, we found that for more than 8,000 young people who needed late-evening or weekend services, there was only one program we could identify that served approximately 50 students.

Unfortunately, this is the case in too many of our communities across the country—

**The CHAIRMAN.** This is 1 out of 8,000?

**Mr. CANADA.** This was one program that serves 50 students and 8,000 children needed services, so there are essentially more than 7,000 children—a majority of the children in the community had no services at all after 8 p.m. every night and on the weekends.

Unfortunately, this is the case in too many of our communities across this country—children left with nothing to do but hang on street corners and in shopping malls with no adult supervision, no adult caring, no adult guidance. It is no wonder that young people across this country are so disconnected from the values and norms we hold so dear. We have not been there when they have needed us to teach them.

One solution to this problem is the Beacon School model. It is a model that takes public school buildings and open them up from 9 a.m. in the morning to 11 p.m. in the evening 7 days a week, 365 days a year. Within the Beacon, there is a range of youth development programs that include education, social services, cultural activities and recreational activities.

There is also a range of family support services. Families that are troubled, fragile or crumbling can go into their neighborhood Beacon School and receive support necessary to keep them intact and stop the familial disintegration which is all too common in communities like Central Harlem.

**The CHAIRMAN.** Geoff, I hate to interrupt you, but give me an example of what you mean. See, when you say things like they can go in, who do they go in and see? To people listening, that sounds kind of—I know it is not, but it sounds kind of bureaucratic. You can come and you can get help. What does it mean? Give me a specific example of an individual, if you can think of one.

**Mr. CANADA.** Sure Senator, we had a young person who showed up at our center one evening who had run away from home and had literally no place to go. It was a young girl who was only 13 years old, and we literally stayed up until about 1 a.m. in the morning at the center. Because the Beacon School was there, there was a place for her to come. She was drawn to the lights and the activity, and we found a young girl in crisis.

We had to contact that girl's family. We made contact with the mother. We involved her in our counseling program at the school and then she indeed began to come to the school, the mother, as well as the daughter, to receive services.

The CHAIRMAN. Now, who are the counselors at the school, Geoff?

Mr. CANADA. We have a variety of trained professionals who work in the school in the mornings and in the afternoons, and more importantly in the evenings and during the weekend time. So there are always trained social workers who are at the school prepared to handle any problem that walks in, and sometimes the problems are really critical and sometimes the problems are just everyday problems that a parent might have.

They may have a son or a daughter who has a drug problem. They may have a daughter who they are afraid is sexually active and they need some counseling around what to do around those issues. They may have an issue with Medicaid or with welfare that they need support to help around.

The CHAIRMAN. Good. That is the point I was trying to make. Why don't you go back to your statement? I apologize for the interruption.

Mr. CANADA. It is my pleasure.

We believe that the public schools offer an excellent opportunity to begin to solve one of the country's most crucial problems, that of youth violence and youth crime. In many communities where children have nothing to do, there is literally a war raging. The Children's Defense Fund states in the report "The State of America's Children Yearbook 1994" that between 1979 and 1991, 50,000 children were killed by firearms, a total equal to the number of battle casualties in Vietnam. We must ask ourselves, where were we when this battle raged and our children died. The answer must be we will be there for them from now on.

I would like to thank this committee for having me come in today, and to also allow a couple of our young children from the Beacon schools to come here, Patricia and Kevin. I think one of the things that we find so promising in this country is there is a new look at prevention. We recognize that without alternatives for young people, they end up hanging on street corners and they end up getting involved in activities that we certainly think are detrimental. These activities pull children like a magnet and if there is not a like magnet pulling them into something positive and appropriate, chances are we are going to lose more and more of our children across this country.

So both Kevin and Patricia have come and they are prepared to answer questions, if you have them. I just want to note to the Senators that Patricia said a short prayer before you came in, and if going to hearings has that impact on children across this country, I would ask you to have an awful lot more. So we are prepared, and I think they are, to answer some questions if you have some for them.

The CHAIRMAN. Patricia, honey, you were writing some notes. Is there anything you want to tell us? Do you want to read your notes to us? Again, don't worry about that old microphone. This is easy, you know.

Ms. MILLER. I threw my notes in the garbage, but I wrote a poem.

The CHAIRMAN. You wrote a poem. We would love to hear your poem if you would read it to us. Do you mind?

Ms. MILLER. The named of my poem is called "Violence."

We should stop the violence,  
the world is getting too silent.  
People are dying, many mothers are crying,  
I wish we would stop the violence.  
We need to stop the killing and start chilling.  
I wish we would stop the violence.  
The violence is bad, it is making me mad.  
We need to wake up and shake up.  
I wish we would stop the violence.  
We are all in this together,  
we are brothers and sisters forever.  
Please stop the violence.

The CHAIRMAN. How old are you, honey?

Ms. MILLER. Eleven.

The CHAIRMAN. Well, I think you deserve some applause. [Applause.]

The CHAIRMAN. I think that is very good. That is not good, it is great.

Kev, did you want to tell us anything before—I have got some questions for you all, but, you know, not hard ones. I just want you to talk to me about things, but is there anything you want to say?

Mr. PRINGLE. Not really.

The CHAIRMAN. OK; well, I will tell you what, let me start off, and I am going to ask Geoff some questions and maybe you all can jump in a little bit here, OK?

Now, when you guys are home, say you have a homework problem, or some of your friends maybe don't have a mom at home because she works real late at night, or don't have a dad at home, and they have a problem with their school work. I mean, can you go to somebody other than your teachers?

Geoff, I notice you mentioned the tutoring program. Can you give us some sort of concrete example of how it works? How does it work, Kev?

Mr. PRINGLE. That is a nice question. Well, I think it works like, all right, our school is open mostly all day and until about 12 o'clock at night, and on the weekends if you have homework you need help with, you could come. You could talk to Alan; you could to Ms. Miller, Patricia's mother. You could talk to anybody that is around. If you need help, they will help you. No one is too busy for your problems there.

The CHAIRMAN. Let me ask you a question. When you go over to the school and ask for help, if you do, do the guys you hang out with think you are a sissy for doing that, or do they think it is cool to do that? How do other guys in the neighborhood think of this?

Mr. PRINGLE. Let's see. Well, most kids—that is not in elementary school—they only come there for basketball and if you don't hang out with them, they won't say anything to you. But if you hang out with them they are going to be like, you are stupid, why are you going there, why are you always going there, don't do your homework, leave it home. If you want to do your homework, I advise you to go there because that is the best place to get it done.

The CHAIRMAN. Now, Patricia, how about your girlfriends? You are 11 years old, honey, is that right?

Ms. MILLER. Yes.

The CHAIRMAN. What grade are you in?

Ms. MILLER. Fifth.

The CHAIRMAN. You are in fifth grade. Now, when you tell the other girls in fifth grade that you are going over and hanging out at the center, if you do, do they think that is a cool thing to do or do they think that is kind of a dumb thing to do?

Ms. MILLER. Well, actually, my friend, she was mad because she couldn't go.

The CHAIRMAN. Because she couldn't go over. So kids kind of like going over, right?

Ms. MILLER. Yes.

The CHAIRMAN. Geoff, one of the things that we list in our catalog here is some of the comprehensive services you all offer. Do you use existing public school facilities?

Mr. CANADA. Yes; we use the elementary school that was in the community that was basically closed in the afternoons and in the evenings. We just opened that elementary school up.

The CHAIRMAN. But during the day, is it open as a regular elementary school?

Mr. CANADA. It is a regular elementary school during the day. We are there during the day providing support for parents as well as for the school during the school day, so we have trained social workers who are there and trained caseworkers who are there during the school day.

I was listening to your most eloquent remarks earlier today, Senator, and you mentioned that a lot of school programs have been basically cutting back on services. One of the first services that tends to go in these schools are the guidance services, so you have these guidance-to-student ratios of 1 guidance teacher to 250 students. I mean, you just can't provide appropriate guidance to young people with those kinds of ratios. So there is a large need to have trained adults who are able to work with young people and their parents as needed during the school day.

It helps reduce not only on the issues that often involve children going into special ed, but it also helps reduce on the issues of violence and conflict within schools, having people whose job it is to basically train and support teacher staff.

The CHAIRMAN. In plain old English here, in plain talk, tell me about this transition that takes place. Again, I am just going back to my wife teaching, OK? School ends, say, at 2:45, 3 o'clock. Now, my wife, like a lot of teachers, hung around after school, even though she didn't coach any teams, and she would have office hours and she would work with kids. She would usually leave the school somewhere between, say, 2:45 and, depending on the day and the problem, as late as 5 o'clock, but probably 4 o'clock and stay around an hour or an hour and 15 minutes.

Now, she and thousands of teachers like her are on a payroll paid for by the school district—in the case of Harlem, New York City—and there is a superintendent of schools. How do you interface with bringing in people who are volunteers who participate, just mechanically? These are the questions that people ask me. They say, yes, Biden, that is a great idea; you have been pushing to keep these school buildings open, but you know, man, it is going to get real confusing; we are have got a principal in the school who is required to run the school until 5 o'clock when the sports pro-

grams end and required to be in charge of the safety and everything; now, you are going to start bringing in these, you know, these citizens groups out there, man. This is what I get.

He or she, the principal, says, well, wait a minute, if we have a teacher that ends up being a pedophile, it happens on my watch. Well, what is the difference the community is going to make if, in fact, for example, a volunteer is on my watch, on a program that we are not paying for but we are keeping the school building open for? This is too complicated. Talk to me about those kinds of things.

Mr. CANADA. Senator, that is really a critical question and people around the country have been really interested in the mechanics of how you become a community center from a school. Essentially, the principal has his role and the teachers have their role, which is the formal education role which typically goes from 9 a.m. to 3 p.m. in the afternoon.

After 3 p.m., we really take over the running of the school. We hire the security, we provide the staff, we provide the services. Often, we will hire teachers in individual areas to come work with us, but it is essentially our program. It turns out that when you really look at the hours we are in schools, we are in schools a lot longer than teachers or principals are.

One of the things that we are trying to do in New York City is actually change the way schools are thought about. They really should be thought about as institutions in which formal education goes on for part of the day, but all kinds of other things go on in that building in the afternoons, in the evenings and on the weekends. We are well along the road in doing that.

The most complicated problem we have had to work out, quite honestly, has to do with the custodians. New York has a very unique custodian system and we have had to really work out how the custodians get paid and how we keep the schools clean when the schools are used that often. But we have worked out a pretty unique arrangement and even that is working pretty well in the schools that we are in.

The CHAIRMAN. These are the practical problems. For example, when I have town meetings at home I try to do them in the public schools, and because they are so generous with it, I mean the custodian ends up having to stay until you turn off the lights when the town meeting is over. We have had great cooperation, but the point is that that is a mechanical problem that has to be overcome.

So what you have essentially done—and this is an elementary school you are using so you don't have the high school football team, which even complicates it more. You don't have the girls' hockey team and the lacrosse team, et cetera. You don't have all that activity which a lot of schools fortunately still have. They don't close down at 2:45, 3 o'clock, or 3:30. They effectively close down somewhere between 4:30 and 6 o'clock sometimes, or 5 o'clock, probably.

So what we want to do is be sure, and this is why we picked your program among others, that there are programs out there where they have worked out the mechanics with the local teachers organizations, with the principals, with the board of education, who, with good reason, have been worried that this will end up landing in their lap when they already don't have enough money to buy the

proper books or to keep enough teachers employed or to keep the sports programs going.

Mr. CANADA. One of the things that happens, Senator Biden, is we begin to find that the school actually asks us to come in and be part of their management team, so that we are not really operating separate and independent from the school. We have become an integral part of the school's management and decisions are reached really in cooperation with one another. I think that that has been the experience around the City of New York with other Beacon schools.

The CHAIRMAN. Well, in truth, part of the reason, Geoff, is because of your credibility and the organization you work for, but a lot of these are going to be startup operations. Hopefully, if what Senator Hatch and I are attempting to do, and others, is done, they are going to be nascent organizations that do not have—they don't lack credibility, but they haven't established the credibility of having a professional like you, well trained and well educated, involved with a program that has been around for a decade, or more, I suspect. We are going to have to work. It is not going to be harder, but it is going to require some innovation.

I want to ask the kids a few questions, if I can. Kev, what is your neighborhood like? I mean, I know you don't, but if you wanted to buy drugs, I am not asking you for somebody's name, but would you know where to go to buy some drugs if you wanted to?

Mr. PRINGLE. Well, yes.

The CHAIRMAN. Are there guns in your neighborhood? Do you know kids who have guns, or do you think people have guns around your neighborhood?

Mr. PRINGLE. I know a lot of people that have guns.

The CHAIRMAN. But nobody as young as you?

Mr. PRINGLE. Oh, yes.

The CHAIRMAN. Oh, yes?

Mr. PRINGLE. But if you know like I know, you should stay away from them.

The CHAIRMAN. Well, one of the reasons you are here is because you are one of the kids who is trying real hard, but I understand that you maybe even saw someone shot with a gun. Is that right?

Mr. PRINGLE. Yes, I have.

The CHAIRMAN. Do you want to tell me about that?

Mr. PRINGLE. OK; one day, me and my friend was playing down-stairs in the basement. We was playing tag and we ran up across the street to talk to this man that we know, right? And where I live, there is a park right across the street where we are supposed to play, and there is a bench, right? We was sitting on a bench and these boys, about 16, 17 years old, walked up to this old man and said, hey, mister, give me your bag, and the old man said, I ain't giving you nothing. And so they pulled out a gun and shot him in the head five times.

The CHAIRMAN. And you saw that?

Mr. PRINGLE. Yes.

The CHAIRMAN. How old were you when you saw that happen, honey?

Mr. PRINGLE. Eleven.

The CHAIRMAN. Eleven years old. Is that the only time you saw somebody killed?

Mr. PRINGLE. No.

The CHAIRMAN. You have seen somebody killed other times?

Mr. PRINGLE. Yes.

The CHAIRMAN. When did you see someone else killed?

Mr. PRINGLE. When I was smaller, about 7, 6 years old, I used to have a babysitter. I lived in the Bronx; I lived in the Bronx at that time. Once, we was—like we was outside. It was night time, and this man, he was a drug dealer, but he was nice. He used to give all the kids money to go to the store to buy stuff, right? His brother pulled up in a cab and started shooting at him and shot him.

The CHAIRMAN. Were you right there, honey?

Mr. PRINGLE. Yes.

The CHAIRMAN. Kev, have you had any problems in school?

Mr. PRINGLE. Yes.

The CHAIRMAN. Do you want to tell me about some of them?

Mr. PRINGLE. When I was in the fourth grade, I used to play hooky from school a lot. We used to go to the park to play basketball from 8 o'clock until 2:15 because that is when these junior high school kids get out of their school. The people I was with, they was from 13 to 15 years old, right, and we would wait for these other junior high schools kids to come out of school and then we would beat them up and take their jackets, their jewelry, anything that they had that was valuable. That is mainly it.

The CHAIRMAN. Did you ever get caught, honey?

Mr. PRINGLE. Yes, I got caught playing hooky one time, and on 125th Street the cops picked me and my friends up and they took us to my school and they called my mother out of her job, and my mother came over and that is when I got introduced to the Rheedlen Program. They gave me a counselor named Leroy and Leroy helped me.

The CHAIRMAN. How did Leroy help you? What did he say to you?

Mr. PRINGLE. Well, he made a deal with me. If I didn't play hooky for one month, once in the month he would take me out to a fancy restaurant and we would eat lunch.

The CHAIRMAN. Is that right?

Mr. PRINGLE. Yes.

The CHAIRMAN. What kind of restaurant did you go to?

Mr. PRINGLE. Wendy's. [Laughter.]

The CHAIRMAN. So you stopped playing hooky then?

Mr. PRINGLE. Yes.

The CHAIRMAN. Well, I tell you what, that is not bad. You may be the best advertisement Wendy's ever had. [Laughter.]

The CHAIRMAN. I want the record to show—who is the guy who runs Wendy's? Whatever his name is, you cannot use this. [Laughter.]

The CHAIRMAN. What would you and Leroy talk about when you hung out?

Mr. PRINGLE. Basketball, Malcolm X, Martin Luther King, different things.

The CHAIRMAN. Different things. What did he tell you about those guys? Did he tell you about those guys, Malcolm X and Martin Luther King? They are pretty special guys.

Mr. PRINGLE. When "Malcolm X," the movie, first came out, he took me to see it, right, and he told me—as a matter, he let me hold a book, right, about Malcolm X and I was reading it and it just helped me to do better in school. When you read about people like that, you want to be more like them people because you read and you see how good those people are and you just want to be like them, so you stop doing bad things.

The CHAIRMAN. Well, you know, I understand you are in a thing called a video club. Is that right?

Mr. PRINGLE. Yes.

The CHAIRMAN. What do you all do in that club?

Mr. PRINGLE. We make videos. We have jams in the gym to benefit the homeless.

The CHAIRMAN. You have jams in the gym?

Mr. PRINGLE. Yes.

The CHAIRMAN. Yes?

Mr. CANADA. Tell him what it is.

Mr. PRINGLE. A jam is where you play music, and we bring food and we have it in the gym.

The CHAIRMAN. I saw Geoff tell you, tell him what a jam is. I am not that old. [Laughter.]

The CHAIRMAN. I may be one of the white brothers, but I ain't that old. I want you to understand that. [Laughter.]

The CHAIRMAN. I can't jam very well myself, but I know what jamming is. Anyway, go ahead.

Thanks for trying, Geoff. I appreciate the help, man. I didn't realize I looked that up tight. I am going to take my coat off here. [Laughter.]

Mr. CANADA. Senator, that was for the record.

The CHAIRMAN. I just want you to know I can loosen my tie a little bit and tell you about—anyway, go ahead.

Mr. PRINGLE. Well, a jam is mainly we buy food. We go shopping. There is a guy named Craig. He works for the video club. He is our counselor for the video club, right, and we go shopping. Sometimes, he takes us shopping in the supermarket and sometimes we just get together and raise some money and we take ourselves shopping.

The CHAIRMAN. What do you do with all that money you raise?

Mr. PRINGLE. We buy the food, or like if we are having a jam and we raise the money, we buy the food for the jam and a whole bunch of stuff when we sell the tickets for the jam. Tickets are 50 cents for children and a dollar for grown-ups, and if you give us the 50 cents, that is the money we collected to go buy the food with, right. Or if you want to get in the gym, if you don't have a ticket you bring some old clothing or canned goods, right, to benefit the homeless.

The CHAIRMAN. So you take that stuff and you give it to the homeless people?

Mr. PRINGLE. Yes.

The CHAIRMAN. That is a pretty good deal, that is a pretty good deal. Tell me what kinds of video you make. Give me an example of one you made.

Mr. PRINGLE. We make videos about stop the violence.

The CHAIRMAN. You made a video about stopping the violence?

Mr. PRINGLE. Yes, we made a video about stopping the violence. It was about these two gangs, and me and Patricia were both in it.

The CHAIRMAN. Trish, were you in that, too, the stop the violence video?

Ms. MILLER. It wasn't stop the violence; it was respect.

The CHAIRMAN. Respect, and it was a video about respect?

Ms. MILLER. Yes.

The CHAIRMAN. Well, tell me about the video.

Ms. MILLER. It had these two groups in the video and they came together and they was fighting. One group pulled out a gun, but it was fake, and they passed it on and then they made like they shot someone. And then everybody started talking about violence and then Craig, he put in everybody's names and who was the director and stuff like that.

The CHAIRMAN. Let me ask you, Patricia, who do you live with?

Ms. MILLER. My mommy, my dog, my cat, my fish.

The CHAIRMAN. Your mommy, your dog, your cat and your fish. Are there any other children?

Ms. MILLER. My two brothers.

The CHAIRMAN. Oh, yes, they come last. [Laughter.]

The CHAIRMAN. Well, I want to tell you, you sound like my daughter. You know, your brothers come after your dog, cat and your fish. I mean, I don't know. How old are your brothers?

Ms. MILLER. Thirteen and six.

The CHAIRMAN. Thirteen and six, one older and one younger. Brothers are hard to take care of, aren't they?

Ms. MILLER. Yes.

The CHAIRMAN. Yes, I know what you mean—I don't know what you mean. That is what my sister told me. Do some of the kids in your neighborhood do drugs?

Ms. MILLER. Yes.

The CHAIRMAN. I don't want to know any names, but do any kids you know in fifth grade do drugs?

Ms. MILLER. No, not that I know.

The CHAIRMAN. How old are the kids that do drugs?

Ms. MILLER. They are teenagers. I think about 15 or 16.

The CHAIRMAN. Do you do drugs?

Ms. MILLER. No.

The CHAIRMAN. How come?

Ms. MILLER. Because my health teacher said that if—say, like, I smoke a cigarette, not that I do. He said that when you smoke, the smoke will go through your lungs and cover your lungs with this green stuff, and when you keep smoking and smoking and smoking, all your lungs get nasty and you die.

The CHAIRMAN. That is exactly right, honey; that is exactly right. How often do you go to the afterschool programs?

Ms. MILLER. Every day, except for Sunday.

The CHAIRMAN. Except for Sunday. What do you do on Sunday?

Ms. MILLER. Church.

The CHAIRMAN. I understand that you have been involved in a program at the afterschool program called I Excel. Is that right?

Ms. MILLER. Yes.

The CHAIRMAN. It is obvious you do excel, but what have you done in that program?

Ms. MILLER. What do we do?

The CHAIRMAN. Yes; give me some of the things you have done, that you have done.

Ms. MILLER. We went to Baltimore to visit these black colleges.

The CHAIRMAN. You did? You actually went to a college?

Ms. MILLER. Colleges.

The CHAIRMAN. Colleges, more than one. I will be darned. Were they neat?

Ms. MILLER. Yes.

The CHAIRMAN. Do you think you want to go to college?

Ms. MILLER. Yes; I am going to be in college for a long time.

The CHAIRMAN. Kevin, do you want to go to college?

Mr. PRINGLE. Of course.

The CHAIRMAN. Well, that is a silly question of me to ask, I know. [Laughter.]

The CHAIRMAN. Well, I am glad the answer you gave was just like that, "of course."

What do you want to be when you grow up, Patricia? Does everybody call you Patricia or do you have a nickname they call you? What do people call you, or don't you want to tell?

Ms. MILLER. My mom calls me Andrea, but I prefer—I suggest you say Patricia.

The CHAIRMAN. All right, that is better than "prefer"; all right, Patricia. I can call you Ms. Miller, if you like.

Ms. MILLER. No.

The CHAIRMAN. OK, all right. Patricia, what do you want to be when you grow up?

Ms. MILLER. Nine or ten things. Do you want to hear them?

The CHAIRMAN. Sure.

Ms. MILLER. The first female President, a comedian, a lawyer—

The CHAIRMAN. Well, they go together, not female President, but you have got to have a sense of humor to be President.

Ms. MILLER. A lawyer, a nurse, a mother, a wife, an actress and a teacher.

The CHAIRMAN. Well, I want to tell you something. Geoffrey can tell you and other adults can tell you that you can do every one of those things at the sametime.

Ms. MILLER. If you put your mind to it, I know.

The CHAIRMAN. Well, that is good. It is kind of interesting, the order in which you put them, too.

How about you, Kev? What would you like to be?

Mr. PRINGLE. Well, I want to be a basketball player when I grow up, but realistically I would like to be an engineer.

The CHAIRMAN. Well, I think that is quite good. Perhaps you will come back when you are an engineer and tell us about how all these things work. Why do you want to be an engineer?

Mr. PRINGLE. Well, I like fixing things, like I fix my bike, I fix my remote control cars, and I can fix mainly anything you give me.

The CHAIRMAN. I bet you can, I bet you can.

Now, Patricia, I just have one question before Senator Hatch asks you some questions, maybe. My one question to you is, when you get to be President and I bring my granddaughter by to see you, will you make one promise to me? When I say I am Joe Biden, you won't look at my granddaughter and say Joe who?

Ms. MILLER. Your mama. [Laughter.]

The CHAIRMAN. OK, OK.

Senator Hatch?

Senator HATCH. Thank you, Mr. Chairman. I want to congratulate you, Patricia, and you, Kevin, for being two of the best witnesses I have ever heard.

Ms. MILLER. Thank you.

Senator HATCH. I thought you both did really well.

Mr. PRINGLE. Thank you.

Senator HATCH. I think you are setting good examples for a lot of other young people in our society, so keep it up, OK?

Mr. PRINGLE. Yes.

Senator HATCH. We are proud of you, and remember, basketball—you can do it if you really hustle, OK?

Mr. PRINGLE. Yes.

Senator HATCH. I think you can make it.

The CHAIRMAN. You may find calculus is as tough as a jump shot.

Senator HATCH. Well, it is not that tough—a good jump shot, that is. We are proud to have both of you young people here. We think you have made wonderful witnesses and you have made a lot of good points as to why these programs work.

I just want to ask you one or two questions, Mr. Canada. I have tremendous respect for you and for what you are doing. It is apparent that you are a terrific person and just the kind of person that I wish we had in every community and in every school in our country.

You say there are 8,000 kids in this area who need help and you only can take care of how many?

Mr. CANADA. We service around 250 of those kids on any given evening or weekend.

Senator HATCH. So, really, not even 10 percent?

Mr. CANADA. That is correct.

Senator HATCH. So there are approximately 7,750 kids that just aren't even given this kind of treatment at all?

Mr. CANADA. That is correct.

Senator HATCH. We have heard from these two young people as to how even some of their friends are having difficulties with some of the problems of society. Well, we are going to try and do some things in this crime bill that will help you because, frankly, we have got to be tough on the people who are violent and push drugs and do some of the things that society just can't allow, but we also have to provide opportunities for young people like these two here and for all these young people. I don't know how we do it all, but I would sure like to do a better job than we are doing.

Let me just thank you again for being here. I want to thank you two young people because you have really made good witnesses and we are proud of both of you.

Ms. MILLER. You are welcome.

Mr. PRINGLE. You are welcome.

The CHAIRMAN. Will you guys make a deal with us?

Mr. PRINGLE. It depends.

The CHAIRMAN. It depends, all right. You know your way around.  
[Laughter.]

The CHAIRMAN. What I would like to propose for your consideration is that you might think when you get to be 15 years old—that is 100 years away; that is 5 years away for you. And you are 11, honey, is that right? Four years. Maybe you guys will come back to this committee and sit down with us and tell us how you are doing then. What do you think of that?

Ms. MILLER. It is a deal.

The CHAIRMAN. It is a deal. How about you, Kevin, that is if you are not off playing for the Knicks?

Mr. PRINGLE. Yes.

The CHAIRMAN. Well, if you are available, will you consider coming back and telling us? See, it is real important. We want to show everybody that if you give a child a chance, the chances are they can grow up to be good and smart and neat kids like you two kids are. That is what we want to do, is give everybody that kind of a chance. So if you maybe would think about coming back, we will make a note of this thing. I know Geoff will be doing something; if not this program, he will be involved, I am sure, because we would like to be able to see how it is working, OK?

Mr. PRINGLE. All right.

The CHAIRMAN. Well, thank you very much. Mr. Canada, I truly envy your abilities and your accomplishments, and hopefully we can be of some assistance and no hinderance to you in pursuing on a broad range, in terms of you and other organizations, other community-based organizations to be involved with our children. Obviously, they are, to use a trite expression, very mean streets out there and I don't know anybody, an adult, let alone a child, that doesn't need a hand. Thanks for doing what you are doing.

Mr. CANADA. Thank you very much, Senator Biden and Senator Hatch. We really are going to be praying for your work. We think that this is so critical for America to give its children a chance and we are really happy to be part of the testimony this morning.

The CHAIRMAN. Thank you very much. Thanks, kids. [Applause.]  
[The prepared statement of Geoffrey Canada follows:]

#### PREPARED STATEMENT OF GEOFFREY CANADA

Good morning Senator Biden and Members of the Committee. My name is Geoffrey Canada. I am President and CEO of the Rheedlen Centers for Children and Families, Rheedlen is a comprehensive youth and family center serving children in Central Harlem and the West Side of Manhattan. Rheedlen works with over 1,700 children and their families each week, providing a range of education, social service and family support to them.

I am pleased to be here this morning to testify on behalf of a strategy that I think is critical if this country is going to seriously address the issues of crime and violence. It is clear that Americans all over this country have become aware that the fabric of our society is being threatened by the increase in crime, especially violent crime. There has been a lot of discussion around the need for additional police, stiff-

er jail sentences and increasing the number of crimes that are punished by the death penalty. What has been missing from the debate is a discussion around the prevention strategy, which necessarily goes hand and hand with a law enforcement strategy.

For 20 years I have been involved in working with young people from poor inner-city communities in New York and in Boston. I have become convinced that a primary cause of the escalating violence among our youth has been a disinvestment in youth services by government. Children are being told to say no to drugs, no to crimes, no to teenage pregnancy, but we have yet to give children something to say yes to.

In communities like Central Harlem, the one in which Rheedlen works, the problem can best be demonstrated by recent research we did on activities in Central Harlem available to adolescents between the hours of 8 p.m. to 11 p.m. When we removed the services that Rheedlen offers at our Beacons program, we found that for the more than 8,000 young people who needed late evening and weekend service, there was only one program we could identify that serviced only 50 children. Unfortunately, this is the case in too many of our communities across this country—children left with nothing to do but hang on street corners and in shopping malls, with no adult supervision, no adult caring, no adult guidance. It is no wonder that young people across this country are so disconnected from the values and norms we hold so dear. We have not been there when they needed us to teach them.

One solution to this problem is the Beacon school model. It is a model that takes public school buildings and opens them up from 9 a.m. to 11 p.m., seven days a week, 365 days a year. Within the Beacon, there is a range of youth development programs that include education, social services, cultural activities and recreational activities. There is also a range of support for families. Families that are troubled, fragile, or crumbling can go to their neighborhood Beacon school and receive support necessary to keep them intact and stop the familiar disintegration, which is all too common in communities like Central Harlem.

We believe that the public schools offer an excellent opportunity to begin to solve one of our country's most critical problems—that of youth violence and youth crime. In many communities where children have nothing to do, there is literally a war raging. The Children's Defense Fund states in its report, *The State of America's Children Yearbook 1994*, that

Between 1979 and 1991, 50,000 children were killed by firearms, a total equal to the number of battle casualties in the Vietnam war.

We must ask ourselves where were we while this battle raged and our children died. The answer must be: we will be there for them from now on.

While we concentrate on reducing the ever escalating crime in this country, we must remember that children who feel they have no hope, no future, and their life has no meaning, will see their own death as inevitable in a world where life is cheap. When our children think their own life is cheap, they think the lives of others are also cheap. And so with increasing frequency our children kill and are killed by the thousands each year.

We are here today to urge you to put as much energy and thought and resources into preventing young people from getting on a treadmill that leads to crime and violence and dropping out of school as you will in increasing the police force and building more prisons.

We believe that we have learned in New York that Beacon schools make a difference. They make a difference in Harlem; they can make a difference in Chicago and Pittsburgh and San Francisco and Atlanta and Little Rock.

We believe that we will never be able to build enough prisons to handle the problem that can be solved by building supports early on for children and their families.

We thank you for this opportunity to testify.

**The CHAIRMAN.** Senator Hatch?

Senator HATCH. Well, thank you, Mr. Chairman. I would like to introduce our next witness from Salt Lake City. Our next witness is making a tremendous difference for young people in Salt Lake City. Leticia Medina runs the Salt Lake Neighborhood Services YouthWorks Project, and through her efforts young people in Salt Lake City are provided an alternative to criminal activity.

I just want to personally welcome you to the committee and tell you how much we appreciate the work you do. We are very interested in hearing your testimony today.

**STATEMENT OF LETICIA MEDINA, DIRECTOR, NEIGHBORHOOD HOUSING SERVICES, INCORPORATED, SALT LAKE CITY, UT**

Ms. MEDINA. Thank you. First, I would like to start out with my name is Leticia Medina. I am the Director of Neighborhood Housing Services' YouthWorks Program. I am honored to be asked to testify before you today on this very, very important topic.

Before I begin, I would like to thank Senator Hatch, the ranking member, and Chairman Biden for your leadership and work on the Senate Crime bill which provides for greater support of law enforcement and crime prevention efforts targeted at at-risk youth.

About 17 years ago, Utah Senator Jake Garn led an effort in the United States to rebuild inner-city neighborhoods. In 1978, Senator Garn sponsored legislation that created Neighborhood Reinvestment Corporation, a Congressionally-chartered public, nonprofit corporation. Its mission is to revitalize declining neighborhoods and to provide affordable housing for low- to moderate-income persons.

Neighborhood Reinvestment Corporation, with the support of Congress, has planted more than 200 seeds across the country and created community-based private, nonprofit, autonomous organizations comprised of a partnership of residents, business and city government. Through this partnership, neighborhoods have been rebuilt at the grass-roots level from South Central Los Angeles to the boroughs of New York.

In 1979, Neighborhood Reinvestment, at the invitation of the city of Salt Lake, assisted a small neighborhood of 1,500 households and 4,000 residents and helped to organize Salt Lake Neighborhood Housing Services. The primary mission of this 2.5-person staff was to involve the residents in revitalizing their declining neighborhood by preserving housing stock and coming together to fight the issues of inner-city crime. After 3 years, NHS successfully accomplished its mission and relocated to a second neighborhood.

When NHS prepared to move to its second neighborhood and brought the residents together to learn of their concerns, the residents strongly stated that while the preservation of housing stock and development of vacant lots was critical to revitalizing the neighborhood, the efforts would be meaningless unless they addressed the issues of youth violence the Poplar Grove neighborhood was experiencing at that time.

They were talking about five gang-related deaths the neighborhood had experienced during the summer of 1982. As a result, the concept of the West Side Youth Project, which was later changed to YouthWorks, was created to target neighborhood youth and involve them in rebuilding the very neighborhoods they occupied. In 1982, this was an unorthodox concept for a nonprofit housing organization to involve youth in building. What greater idea, stated the residents, than to teach young people destroying our neighborhoods, youth at risk becoming involved in gangs, crime and truancy, to learn how to rebuild and save their own neighborhoods.

These youth, ages 14 to 18, developed vacant eyesore lots into 1,500-square-foot homes with three bedrooms and two baths for first-time home buyers. They rehabilitated eyesore abandoned homes and sold them to single mothers. They helped to build pocket parks and even built a memorial park to police officers who died

in the line of duty. These young people whom senior citizens once feared came together at open houses to celebrate the completion of new homes. These young people painted homes for low-income senior citizens and shoveled their snow during the winter months.

In 1994, 14 years later, 500 youth have graduated from the program, and these young people have helped NHS reinvest \$2.5 million in once blighted neighborhoods. Now serving our third neighborhood, we anticipate helping NHS to rebuild a whole block, building 35 new homes and investing more than \$4 million.

Can you imagine how it would feel to be 15 and build a home with your own hands, to learn how to build a wall and hang sheet rock? Can you imagine the power and impact this has on a young person's future? If he or she is helping to build the American dream for someone, what is to prevent them from becoming a doctor or a lawyer, and maybe even a U.S. Senator?

A follow-up study in 1989 confirmed that 80 percent of our graduates succeeded in completing high school, a GED, employment or had pursued higher education. They did not choose the path of destruction. The residents of the Poplar Grove neighborhood had little knowledge in 1982 that their idea to involve youth would turn into one of the most successful employment training programs in the State of Utah.

Our graduates continue to make differences in their neighborhoods and recognize the importance of participating in the process. Two of my current staff members are graduates, one from 1984 and one from 1992, and these are two young people that should not be alive today, but they are. One of them owns their own business and provides internship placements for youth pursuing leadership opportunities.

Why has this program worked? What makes it successful? What does it offer to youth in a neighborhood? Allow me in these few minutes to share with you some of the powerful facts of our program.

YouthWorks costs \$21 per day to employ and train, versus \$149 a day for a secure facility for youth. Average participation in our program is 4 months. An average stay in a secure facility is 9 months—\$2,520 versus \$40,230. The NHS success rate is 80 percent; secure facility is 2 percent.

YouthWorks, through their employment training, subsidizes our housing projects by about \$25,000. This cost is passed on to homeowners for a mortgage payment of approximately \$450—families who otherwise might not be able to afford their own homes. YouthWorks teaches our young participants the importance of school. How are they going to measure lumber, how are they going to know what a two-by-four is if they can't read a tape measure? How are they going to promote their program to other youth during public presentations if they can't read or write? How are they going to teach new incoming youth if they themselves don't learn how to teach?

YouthWorks shows the neighbors that some young people who may start out wearing the colors of gangs can make good choices when they don the hard hat and the tool belt instead of the weapons of violence. YouthWorks alone has built 18 homes. We have rehabilitated more than 50, and we have moved 6 homes targeted for

demolition and completed hundreds of clean-up projects for senior citizens.

YouthWorks leverages money like no one else because of the basics of survival and our strong partnership with private and public monies. We do not count on one sole source of funds, and we limit the government dollars that we use.

These are but a few facts that have had monumental impact for the neighborhoods we serve. The byproducts of this program for neighborhoods are tremendous not only in physically impacting the housing stock of neighborhoods, but with the attitudes of senior citizens toward young people. And most importantly, as youth are learning skills to build homes, we are giving them life skills to build their lives.

The program is not just to learn how to build homes. It is really about learning to work as a part of a team, learning to punch a clock, learning respect for authority, learning skills that no one—I repeat, no one—can take away from them.

In 1982, YouthWorks started out with a budget of \$10,000 and 1.5 staff. It served 27 youth in the first year. In 1994, the operating budget is \$263,000, with 4 fulltime staff members. Many programs in Salt Lake have tried to duplicate the program and have invested thousands of dollars, and unfortunately they have failed. They failed because they didn't recognize the potential of these young people. They use them only for labor, labor without skill, and the projects they selected lacked a sense of significance in the community.

While the numbers we serve are not great—the numbers are not large, but the impact that we make is long-term. The program has grown from its initial stages of employment training to encompassing social skill development, education, cultural awareness and community organizing, and all this while they are still building houses.

The elements that have contributed to the success of the program are, one, we hire youth from within the target neighborhood. Two, we train the youth in two specific areas. One area is management. In this area, youth acquire skills in project assessment, development and implementation, project identification and team-building, cost breakdowns and budget, time management, public relations, computer training, and marketing and public speaking. In the technical component of this program, they have hands-on construction skill training on project development, carpentry, concrete, landscaping, painting, and reading blueprints.

The third is the skill level of the staff; the collaborative involvement of the schools, law enforcement, community councils, churches, all the institutions that serve our communities; the diversity of the funding sources as well.

The youth are required to attend school. They work 20 hours a week and participate in group and family interaction. Following a 4-month process, our youth can graduate from the program on to a peer leader position, which is slightly more demanding. It places them with a business, a city institution, or other nonprofits. Here, they enhance the skills that they have attained in the last 4 months and then are required to come back and teach the new youth in the program.

As Salt Lake NHS is grateful to Neighborhood Reinvestment for their initial investment in the NHS, the youth program is grateful to the Salt Lake County Division of Drug and Alcohol Prevention Services for their vision of community-based prevention services. They were the initial investors and they continue to be our greatest advocates.

The county drug and alcohol funds support the fulltime staff positions. The youth salaries are covered by local foundations, corporations, and housing projects are funded through lending institutions and community development block grants. The housing projects that generate revenue are placed back into the project to cover the youth salaries. If we lose one source of funding, we maintain a reserve through a housing project to cover the costs.

We limit the government funds we use, such as JTPA, because of their very nature to restrict the creativity our project professes. We limit education funds because of the strings attached to meet their needs instead of the youth.

YouthWorks is a simple concept that has had a powerful impact. The Salt Lake NHS is proud of how it revitalizes neighborhoods and rebuilds young people's lives. It is a proven prevention effort started in 1982 and is now being replicated across the country. Congress itself has approved funding for the Youth Build Program which models what we do, but for older youth.

What NHS believes in is that we must impact our youth before they leave school and before they disinvest from their neighborhoods by joining negative subcultures. Everyday, we lose people to violence. They feel hopeless. We lock them up. They become powerless.

I must admit that I, who have worked with at-risk youth for a long time now, am still at a loss as to why we are losing a whole generation to violence. What I do know is that what I work with now is a community-based prevention effort that has been working for 14 years, and the 500 young people who have graduated from our program are young people who may have been locked up or possibly dead.

I finally want to express my appreciation for allowing me to share with you the Salt Lake NHS story. In 1994, NHS now has an operating budget as an agency of \$600,000, a staff of 15, and we are investing millions of partnership dollars in once forgotten and blighted neighborhoods. Most importantly, while I personally have had to lock young people away to protect the community and support such efforts, it is also equally important that some of these young people we are giving up on are the very ones who are successfully completing our program.

For all the funding we put into locking up youth in secure facilities, we equally need to invest funding for community-based prevention. I am not a banker, I am not a mathematician, but it seems to me that an initial investment of \$2,520 for a youth with an 80 percent chance of success is a greater investment in the community than a cost of \$40,230, with a 2-percent chance of success. The return appears to be greater not only for the community, but for a generation of youth.

Thank you.

The CHAIRMAN. Thank you very much. I might note you said that some of these kids become doctors, lawyers, and maybe even Senators. I had lunch with a colleague of ours last Thursday, Ben Nighthorse Campbell, a U.S. Senator from the State of Colorado, who took the time to tell me about his youth and all the trouble he had gotten into living on an Indian reservation and the difficulties he had to overcome. So there are people in the U.S. Senate who have gone through equally as harrowing a circumstance as many of the children you have, and I cite Ben Nighthorse Campbell as one and I believe he is an example that an awful lot of young people can and should compare to. I wish more people knew his story of how he made it.

Let me yield to my colleague for questions.

Senator HATCH. Well, thank you, Mr. Chairman.

I want to tell you how proud I am of you and this program. I think 500 kids is a great number when you stop to think about it.

Ms. MEDINA. Thank you.

Senator HATCH. Your efforts really have made a difference in the lives of many of our young people in Salt Lake City. From your experience, what are the fundamental requirements of any prevention program which seeks to instill in youth a strong work ethic and a sense of self-worth and self-responsibility?

Ms. MEDINA. For youth, they need to have something that is tangible. They need to feel that they are worth something, that there is some recognition there for their efforts, however menial. A lot of our kids don't get recognized for the struggles and for the efforts. A lot of our kids are boxed. Our kids that come through our program come in already boxed, and a lot of what we need to do is detrain them.

What we try to instill is a sense of self-significance, a sense of strong commitment, a strong sense of work ethics, as well as negotiating tool of compromise and decisionmaking. Our young people are not getting this exposure. One of the biggest difficulties that I deal with is with young females, whom we are losing at a rate a lot faster than we are young males in Utah.

They are going into this subculture where they feel that this is what they should be doing, when in reality they shouldn't be. When they come through our program, we get them into a nontraditional type of a job and, of course, it is a challenge for both males and females. The males are not used to seeing a female on a construction job site, and so we deal with those issues. But at least the youth have a voice in how the program is conducted. They have ownership in the program. They have an ownership in the community which gives them that responsibility and that significance.

Senator HATCH. You seem to be saying that make-work projects really don't work.

Ms. MEDINA. Right; they don't.

Senator HATCH. You have got to put some real effort into making it worthwhile for these young people.

Ms. MEDINA. The young man that I mentioned earlier that was a graduate in 1984 goes by his homes that he worked on and he takes his wife and kids and can say, I built this house with my own two hands.

Senator HATCH. That is terrific. One might assume that urban renovation programs for at-risk youth which you oversee are funded by the government, but you have indicated here, and it is my understanding, that much of the funding for your program comes from private sources. In your opinion, how important is it that the private sector becomes involved in crime prevention efforts such as YouthWorks?

Ms. MEDINA. It is very crucial. It is a partnership that needs to be developed, and I will take an example of a neighborhood. In the northwest quadrant of Salt Lake, we have a lot of people that work there, but because they don't live there they don't feel they have to make a commitment to this community, and that is false. The private sector needs to have that transition into the community. Again, their labor force is our youth today. If they don't focus on that now, they are not going to have that labor force in 10 years, let alone 5.

Senator HATCH. Well, Ms. Medina, I just want to tell you how proud I am of you and how proud I am to have you here. The witnesses today have been just wonderful as far as I am concerned, and I want to commend YouthWorks for its efforts. It is one of the many successful programs in Utah, including those which Senator Biden's report cites, such as the Girls To Women and LEAP programs in Salt Lake City, which instill in these young people a work ethic, a sense of public responsibility and a sense of accomplishment and pride in their communities.

So you really deserve a lot of credit and we are just really happy to have you here.

Ms. MEDINA. Thank you.

The CHAIRMAN. These programs work, Ms. Medina, because of people like you.

Senator HATCH. That is right.

The CHAIRMAN. That is why the work, and the astounding thing is that, although you are extremely qualified and special, there are thousands of people like you in America who are ready to do the kinds of things you are doing. They just, I think, sometimes feel at a loss. They may not have your organizational skills or your stick-to-itiveness that obviously brought this about. I, too, thank you.

The thesis, at least, is we are not going to put together a government program. We are going into this process to provide resources for programs that have been demonstrably and/or hold the potential to be demonstrably successful in dealing with youth. We will have some failures, but one thing is for certain, if we don't try we know what the alternative is.

Ms. MEDINA. Definitely.

The CHAIRMAN. Well, we thank you very, very much.

Ms. MEDINA. Thank you once again.

The CHAIRMAN. I am sorry, Senator. I beg your pardon.

Senator SPECTER. Thank you, Mr. Chairman; just a question or two.

The CHAIRMAN. Sure.

Senator SPECTER. Ms. Medina, I had wanted to ask Mr. Geoffrey Canada, who was here earlier, a question about keeping schools

open later. The question I have for you relates to occupying young people for more time during the day.

On the Appropriations Subcommittee for Health and Human Services, we had a very important hearing earlier this year on privatizing schools. The idea was advanced by one of the groups to keep schools in operation from 7 a.m. until 7 p.m. Mr. Canada and the two young people who accompanied him discussed the possibility of schools being open until midnight, which sounds like quite an idea.

The Secretary of Health and Human Services has referred to the period from 3 to 7 p.m. in the afternoon as the time when most teenagers become pregnant, this issue of unwanted teen pregnancies is one of overwhelming concern as it impacts on so much in our society, on family structure, on education, on welfare, and on crime.

The question that I have for you is what impact do you think we would have if we had enough programs to provide activities for youngsters in the period after school until early evening or beyond. They could work not on academic subjects, but on self-esteem instead which appears to be emerging as a critical area in overcoming peer pressure. What do you think the impact would be on the issue of, say, teenage pregnancy if we developed these programs to provide useful pursuits to young people?

Ms. MEDINA. I think they will definitely have an impact. Even now in Salt Lake, there is an elementary school that does specifically that. They deal with the school being open up to 7 p.m. in the evening, and classes are not always focused on sports. Classes are focused on creativity—dance, art, building small models, classes discussing these issues since the fifth grade.

A lot of our young kids are not getting the right messages. A lot of times, they hear a lot, but they don't internalize it. It doesn't process, so whatever information they are being given on prevention of pregnancy or abstinence, it is not getting clear to them. They are not being able to process that out to where they can actually have their hands on that kind of—

Senator SPECTER. How do you recommend the programs be structured so that people will as you put it "process it"?

Ms. MEDINA. I think a lot of it is not the lecture. It is the open group discussion; it is focusing on their immediate sense of reality where they feel this information is for them right now, and then being able from there to structure what information they need to have to clarify.

I can tell you stories of 15-year-olds who are still using certain things as condoms which we use in the kitchen to wrap our food for the fridge. I mean, this is a 15-year-old male.

Senator SPECTER. They use them for condoms?

Ms. MEDINA. Yes.

Senator SPECTER. They obviously don't work very well.

Ms. MEDINA. No; yet, when I ask him about that, he is very serious about why he uses those things. He is not abstaining from sex, but he is protecting himself. When I say, well, whatever gave you that idea—well, that is what I heard. So he has been practicing what he hears. I said, well, didn't you hear anything different that there is such a thing as condoms? Oh, yes, I think I heard some-

thing like that, but I don't know anything. Again, it is that limited attention span that is normal at that adolescent stage.

Senator SPECTER. Regarding community-based centers, what are your views on conducting sex education there? I recently met with a group in central Pennsylvania—Lancaster, York, Dauphin, and Lebanon counties, which is a place where you would not expect to have much sentiment in favor of sex education. They are tip-toeing around that issue in the public schools but that, of course, is a local matter which Washington does not, should not and cannot, dictate.

What do you think? You have a young man who, as you put it, is using saran wrap, I take it, for prevention. What do you think about sex education in the schools or in the community-based health centers?

Ms. MEDINA. Well, for our program, we do give that. That is part of our program component. We bring in Planned Parenthood. They discuss the prevention aspects, but at the sametime, after they leave, we continue to discuss this topic about relationships.

Senator SPECTER. And who do you give that to?

Ms. MEDINA. To all of our youth. They range from the age of 14 to 18, male and female.

Senator SPECTER. And how many do you have?

Ms. MEDINA. Fifteen.

Senator SPECTER. Does that draw any adverse parental reaction in Salt Lake City?

Ms. MEDINA. It hasn't. We definitely include the parents in that discussion. In our home visits, we discuss with them that this is what we are going to be dealing with in the next couple of weeks. How do you feel about that? Parents are too embarrassed to talk about this issue with their kids.

Senator SPECTER. How long have you been doing that?

Ms. MEDINA. We have been doing this for 14 years.

Senator SPECTER. And you say your group includes 15 children?

Ms. MEDINA. Fifteen youth, and they are coming at 4-month intervals.

Senator SPECTER. Fifteen young people coming in at 4-month intervals?

Ms. MEDINA. Yes.

Senator SPECTER. And you have been doing it for 15 years, you say?

Ms. MEDINA. Fourteen.

Senator SPECTER. Fourteen years, and you have never had any objection from parents?

Ms. MEDINA. We haven't, we haven't. It is part of the curriculum.

Senator SPECTER. I know we have many more witnesses, so I will conclude at this point. Thank you very much, and congratulations to you.

Thank you, Mr. Chairman.

The CHAIRMAN. For the record, Ms. Medina, since we are running late, I would like to consider whether or not you would answer the following question for the record, not now because we don't have time. One of the things that a number of studies have shown is that a number of at-risk youth, young women, know full well the availability of birth control methods, but have concluded that they need someone, they want someone, they want a child; that sex edu-

cation alone, which I strongly support, will not do it. It won't even come close.

The number of children having children who know that there is an alternative, when they are asked in the studies, and my own personal experience of going through our high schools and literally asking in my wife's class seven, eight kids in tenth grade, pregnant—I mean, this is not unusual for that to happen in any high school in America. When you ask why, they want somebody to love. They want to have this baby. They know there are alternatives to not having the baby, but they want the baby.

Ms. MEDINA. They want something that is theirs that can't be taken away that they have control over.

The CHAIRMAN. Well, thank you very, very much. You are gracious to come all this distance, and we thank Senator Hatch for choosing you to be here. We want you to know that the reason your program was not included in this program is not because it doesn't deserve to be. We were just attempting to be illustrative. There are thousands of programs around America, none better run than yours, but many that are of equal consequence that we have not mentioned. But thank you very, very much.

Ms. MEDINA. Thank you.

The CHAIRMAN. Now, we are really running very far behind here, and I apologize.

Skip Robinson has been the Director of the Boys and Girls Club in Milwaukee's Hillside Community Center since 1988. He has been involved in the club, which is located in a public housing development for over 10 years. Mr. Robinson received the Boys and Girls Club Midwest Regional Outstanding Program Service Award in 1993, Milwaukee's Most Distinguished Man Award in 1992, and the 1993 Black Excellence Award. He was recently named President of the Board of Milwaukee Associates for Urban Development. He is also credited with developing Milwaukee's midnight basketball program called In the Paint at One Two, a league that runs out of his club three nights a week from 3 o'clock to 9 o'clock at night until 1 o'clock in the morning.

Originally from Detroit, Michigan, he earned his bachelor of arts degree in journalism at the University of Nebraska, and then went good. That was a joke for the press, who is not here any longer, but there he played on the university's basketball team, and also played professional ball in the European league in France where, if he were older, he would have run into Bill Bradley.

With Mr. Robinson is a young man who lives in the Hillside housing development and a regular member of the Boys and Girls Clubs there, and Mr. Robinson will tell us more about him. From another Boys and Girls Club in Ohio, we have with us Kelly Zimmerman. Kelly was recently named Boys and Girls Club National Youth of the Year.

So I welcome the three of you and the floor is yours, Mr. Robinson. I know you have a plane to catch.

PANEL CONSISTING OF SKIP ROBINSON, BRANCH DIRECTOR,  
 HILLSIDE BOYS AND GIRLS CLUB, MILWAUKEE, WI; ACCOM-  
 PANIED BY TROEY MCEUENS AND KELLY ZIMMERMAN

**STATEMENT OF SKIP ROBINSON**

Mr. ROBINSON. Yes; good afternoon, Senators. As you said, I am Skip Robinson, Director of the Hillside Boys and Girls Club. That is in Milwaukee, WI, and we are just one of 1,566 member clubs of Boys Clubs of America. I am definitely honored to be here to testify before this committee and give some great testimony of some wonderful things that the boys and girls have done, and especially in public housing.

We serve over 1,600 members at the Hillside Boys and Girls Club, and we are proud to be part of the 2 million boys and girls served throughout the Nation through Boys and Girls Clubs of America. If I could, Senators, I would like to give you a little picture of our club and where it sits in the housing project.

The housing project covers about 25 acres. There are approximately 544 apartments for low-income families. There are an additional 59 units for elderly or disabled residents there. The majority of our families, I would say 80, 85 percent, are low-income, on welfare, single mothers.

Now, the Boys and Girls Club sits right in the middle of the project, and I look at it as a beacon of hope. You have kids running to the center after school every day. At 3 o'clock, as soon as they get out of school, they run to the club, and I think they run there—and I always say our kids come because of the programs we have, but they stay because of the staff. They run there because they feel good about themselves once they get inside the club.

Hillside is one of the notorious housing projects in the city of Milwaukee. It was one of the first built there in the city and it is known for its crime and its violence. In the center, we have trained professional staff that are trained to discipline our kids, give them self-esteem, build values and character during critical times in their lives.

Now, of course, this doesn't always happen and we do have some kids that have been taken away through violence. A young man that called me dad was killed a month ago at a car wash. On a Friday afternoon, we called the junior college that I went to and we had set everything for this young man to attend school for the fall. Early Sunday morning, he was shot five times at a car wash.

I called the coach and told him. While his application was coming in the mail to be signed, I was planning his funeral. He was like a son to me. He called me daddy. Troey, whom I have to my right, 10 years ago walked in the club as a young kid the same way he did, and someone touched his life, and I like to believe it was our staff and myself.

I am really proud of Troey and the accomplishments that he has had, but he has had some troubles in his life. He has been caught stealing cars. At 9 or 10, he would gamble at a place we call the strip and make money and have money in his pockets, and he would dabble in a little drugs. But now Troey is a respectable young man in the community of Milwaukee and we are quite proud

of Troey in the things that he has accomplished and the things that he will continue to accomplish.

Now, he straddled that line and he continues to straddle that line because of the environment that he lives in, but I think that he looks at the club as a positive place for him to get that reinforcement to continue the struggle that he has set his course for. He has a younger brother and he wants to be a role model for him, and I think at the sametime Troey does not want to disappoint me because he knows how proud I am of him.

With that, I am going to just open it up, Senator.

The CHAIRMAN. Well, thank you very much, and I am sorry to hear about the tragic death of a young man you obviously had an emotional bond with.

Troey, what makes you different? What happened?

Mr. MC EUENS. Well, what do you mean by that?

The CHAIRMAN. Well, you know, I read your background. I understand that when you were younger, as Mr. Robinson pointed out, you would spend a lot of time up on the strip. Like a lot of guys, when you were younger you were probably doing a little drugs, doing a little bit of gambling, hot-wiring a few cars, et cetera. Obviously, you are not doing that now.

I mean, you look like some damn movie star sitting there, man. You know what I mean? You have got a body and a build and a look that all of us wish we had. I understand you are a heck of an athlete. But there are a lot of guys like you who are good looking and smart and good athletes who get caught up, swallowed up, and lost. You are continuing to fight your way out of it. What is different?

Mr. MC EUENS. Well, the way I think I am different is because like back in those days, like if I come out of the house, as soon as I come out of the house—say I come out around about 11 o'clock. This is summertime. It is sunny out in the project area. Then it is like where I live at it is like—well, he said the strip where I used to gamble. It is like as soon as I walk out my door, I could just turn my head to the right and it is right there. That is where everybody I used to hang with was at, so I would walk up there and see what is going on, and eventually that was what would happen.

But then instead of going that way, now like I come out of my house and turn my head to the left and there is the club. So I will go down to the club, and that is when I ran into Skip Robinson and a lot of other good people that are down at the club. That really took a change because like when I first came down there, Skip really didn't know me at first. He just thought I was one of the other kids, but through my athletics and stuff it got me involved with him and he kind of took me under his wing and kind of changed my whole life.

The CHAIRMAN. When you started looking left instead of right, or right instead of left, whichever way it is, when you walked out of your house to the club, what did the guys up—is it referred to as the strip? Is that how you refer to it?

Mr. MC EUENS. Yes.

The CHAIRMAN. What did the guys up on the strip say?

Ms. MEDINA. Well, they called me a square. They called me all kinds of names. They didn't give me no respect after I started real-

ly getting in depth with the club and getting in depth with my athletics and my books. They used to talk about me all the time, talk about me behind my back and stuff like that. But now they give me my respect because they see that I am going somewhere because most of them—either they are going to jail, their life is messed up. I was into that with them at first, but now I am not with them anymore. I was able to stop in the middle.

I was on the borderline of either just falling away with them or standing up and going to the light. So I was on the borderline and I stepped off the borderline and went to the light side instead of the dark side, which some of them couldn't do.

The CHAIRMAN. Let me ask you a blunt question. Were you not such a good athlete—let me make an analogy. Back when I was a kid in school, I was always the smallest guy. I used to stutter real badly, but I was a pretty good athlete. Instead of people making fun of me, because I was a good enough athlete I could hang. I mean, that was my ticket. Back in those days, in order to beat me you had to kill me, so that helped a lot. I don't mean literally kill me, but I mean on a playing field. So, that got me by because even though I was a stuttering little kid who didn't know a whole lot and otherwise would have been out in the—I often wonder what would have happened were I not at that time a relatively good athlete.

What happens to the kid who is not as good an athlete as you?

Mr. MC EUENS. So you are wondering, if I wasn't a great athlete, why was I able to hang around with those guys?

The CHAIRMAN. No: Why would you turn to the club? In other words, you went down to the club and you played ball down there and you got involved with a coach and you got involved with people who were interested in you. When folks watch you play, those guys up on the strip say, hey, man, that boy has got some talent. What would happen if you were—I don't know what the phrases are today—if you were the geek, if you were the kid who wasn't nice looking, who didn't have a lot of athletic ability? Would you have had the courage, do you think? Do those kids have the ability to walk out the door and look to the club instead of look to the strip?

Mr. MC EUENS. Well, I would have walked out the door, but it wouldn't have came as quickly as it did with my athletics because my athletics took over like at the age when I was about—as soon as I was about in seventh grade—yes, I would say, in my eighth grade year it was starting to come. As soon as I became a freshman, it immediately took over. So if I wasn't really athletic, it probably wouldn't have came until—it probably would have came at a later date. It probably would have came at approximately, say, my sophomore year. It probably would have took a little longer, but eventually I would have went that way because I would have seen that all of a sudden all my friends are gone and I am left by myself, so I eventually have to go somewhere.

The CHAIRMAN. Kelly, I want to congratulate you, by the way, first for being named the Boys Clubs and Girls Clubs Youth of the Year. That is a big deal, that is a real big deal.

Ms. ZIMMERMAN. Thank you.

The CHAIRMAN. I understand that your life has not always looked as promising as it now looks. Could you tell this committee about

your home life when you were a little girl? If you don't want to, it is OK.

Ms. ZIMMERMAN. No, that is fine; a negative aspect of my life, but if I can use it in a positive way I like to. So, briefly, my family has been through two divorces and both of these former marriages involved alcohol abuse on the part of my father, and this brought with it physical abuse for both my mother and myself. I have two younger sisters who were not really a part of the physical abuse, but were there for the fights and the screaming, and witnessing the hitting.

I have sat at the top of our stairs and watched my father rape my mom, listening to my mom's screams and watching the efforts for her to get away from him.

The CHAIRMAN. Is there anyone else in your family your father attempted to hurt?

Ms. ZIMMERMAN. Yes; my father once loaded a gun, threatening to kill my grandmother, who at the time I had called to come out to the house to pick us up because my father was drunk at the time and in one of his tantrums, I suppose you could say.

The CHAIRMAN. Did your mom's second marriage work out any better?

Ms. ZIMMERMAN. No; he was a recovering alcoholic. Once you decide to stop using alcohol, you need to go for help and he had not gone for help and still exhibited many of the symptoms of an alcoholic, which included the physical abuse of both my mother and myself.

The CHAIRMAN. When did you first start going to the Boys and Girls Club?

Ms. ZIMMERMAN. I began in third grade with the girls softball program.

The CHAIRMAN. Was it in the neighborhood? Did you sign up, or how did it go?

Ms. ZIMMERMAN. Yes; they distributed slips to the elementary schools and I signed up through that. It was something basically to keep me busy in the summer, and eventually the good of the club and the different activities, not just sports activities but computer labs and art rooms, things like that, appealed to me, and it was a comfortable place where I could get out of my house and the violence that was going on.

The CHAIRMAN. How far away from your house was the club?

Ms. ZIMMERMAN. Oh, about a mile.

The CHAIRMAN. So you could walk to it?

Ms. ZIMMERMAN. Yes.

The CHAIRMAN. What are you doing now?

Ms. ZIMMERMAN. Right now, I am in college.

The CHAIRMAN. Where?

Ms. ZIMMERMAN. Marietta College.

The CHAIRMAN. And what year are you?

Ms. ZIMMERMAN. I am a freshman.

The CHAIRMAN. You are a freshman. What do you want to do when you graduate?

Ms. ZIMMERMAN. Well, like typical college students, I am sure my major changes weekly. I am no different. Right now, I am majoring in speech and I would like to work with children at the elementary

age level, and involvement with Boys and Girls Clubs, I know, will continue.

The CHAIRMAN. Well, it seems like you both are basically telling the same story from a different perspective. You both looked to the club as a way of escape, as well as a way of involvement. Is that a fair statement?

Ms. ZIMMERMAN. Very fair.

The CHAIRMAN. The fellow who is sitting behind you there has convinced me, how many years ago—7, 8 years ago—that Boys and Girls Clubs—I was stunned when I first learned a statistic some years ago. You take two housing projects with the same demographics and you put a Boys Club and a Girls Club in one and you don't put them in the other. The crime rate is lower. I will use the phrase again, this is not rocket science.

Kids need an alternative. Kids need to be able to say, I would like to go with you and do that thing, but I have got to go over here. Kids need something that gives them a way to escape sometimes from the peer pressure and get a different kind of peer pressure.

Skip, your outfit in Milwaukee, and Boys Clubs and Girls Clubs generally, I think, have done a phenomenal job in that regard. I have been trying to put money and help in the Boys Clubs and Girls Clubs for the past, I don't know how long now. Hopefully, this crime bill is going to pass and make a big difference in terms of the availability of funding to do more of what has been proven. I mean, you all have a hell of a track record.

Mr. ROBINSON. Well, you know, sometimes you have to—if I could, Senator, sometimes you have to leave the club. I was a member of the club in Detroit and I went off and played professional ball in Europe, messed up an ankle really bad, had to come back to the States. I had a year to graduate from Nebraska and I thought the university would pay for that last year of schooling.

I worked in the Boys and Girls Club in Omaha, NE, in the locker room passing out towels three nights a week. I was there every day because they fed me meals as well, and I was telling Robbie Calloway that a guy by the name of William Hinkley—I call him the godfather of the Boys and Girls Club; he was just a huge white guy with a head full of hair.

The CHAIRMAN. I always envy guys who have a head full of hair.  
[Laughter.]

Mr. ROBINSON. Yes, and one day I was eating in the cafeteria and I put my lunch money on the conveyor tray and it went through, and I remembered I had put it there. I ran back to try to get my money. No one saw anything. I went back to the club to work that day. I am normally a pretty upbeat person, and my supervisor saw I was kind of down and he asked me what happened and I told him.

About 20 minutes later—our administrative office was across the street—I get a call from Mr. Hinkley. He wants me over there. I didn't think he knew who I was. I got over there and he told me I had had a stroke of bad luck and he wanted to pay for my rent. I said, I thank you. So after I got paid that next pay period, I went to take him the money back and he refused to take it. He put it back in my hand and told me to give it to the next person who is

down and in bad luck, and that is what I think I am doing with Troey. I am expecting Troey, and I am sure he will, to do the same thing for the next kid. That is what you have to do just to make it work in our society.

The CHAIRMAN. Well, I think that is what the clubs are all about. Troey, what sport do you like best?

Mr. MC EUENS. Well, right now, between all three of them, I don't even know right now.

The CHAIRMAN. Are you playing baseball?

Mr. MC EUENS. No; basketball, football, and I run track.

The CHAIRMAN. Basketball, football and track. Well, I wasn't, in all probability, anywhere near your class, but I want to tell you my Walter Mitty dream was I wanted to be a flanker back for the New York Giants. That is what I really wanted to do, but I tell you what, if I had had the ability—I have three things to say to you about sports: baseball, baseball, baseball. [Laughter.]

The CHAIRMAN. It is big, big dollars and it is hard work, but it ain't getting hit by 322-pound linemen. But at any rate, I am confident that you are going to be a success whether or not you pursue sports as a profession because obviously you have made it through the tough time, old buddy, and don't let this guy down because we need you to take care of somebody. We need you to bring along someone, and there is a lot out there that you are going to have to do.

Kelly, before I yield to the Senator from Pennsylvania, I want to congratulate you. In a sense, I am almost sorry about the witnesses we have had today here, the young people, because you all are so exceptional that it almost would lead—I wish we could have had you and seen you before you were in any of these programs. I wish we had a film to put up on the wall because one of the things I worry most about, Skip, is that when people see these programs and hear these kinds of hearings and look at these—they are not kids, they are young adults; I mean, they are exceptional people.

But the truth is there are thousands and thousands and thousands of exceptional children that are being lost, but it is kind of hard to communicate that when you have such attractive and talented young people as we have had here today.

Let me yield to Senator Specter.

Senator SPECTER. Thank you, Mr. Chairman. I would like to explore for just a few minutes with you the issue of teenage pregnancy, which I think is a special problem. It has emerged as a core problem touching so many vital interests in our country—family stability, welfare, crime, and education.

I would start with you, Mr. Robinson, as director of the club in Wisconsin. What insights would you have for this committee on coping with teenage pregnancy or discouraging it, based on your experience?

Mr. ROBINSON. You know, I think it goes back to family values, you know, and I am not trying to pass the buck, but I think we have to do more intervention in families. We have teenagers having teenagers, and the reason why we have that is because they don't have values anymore.

Senator SPECTER. What do we do with the many teenagers who do not have families? So many are raised by grandparents or come

from single-parent households where there is very little family guidance, so that when we turn to family values—

Mr. ROBINSON. Senator, when I say family values—and that is what I deal with. In the Hillside project, the majority of the families are single-parent, and I think you have to instill those values. I think you have to set up programs that you invite the whole family to, and I think that—

Senator SPECTER. Do you have such programs?

Mr. ROBINSON. We have such programs and we have programs set up on prevention. We have programs set up telling the young lady or telling the young man, because it takes two to tango, don't just throw your life away right away here. I mean, family is a responsibility.

Senator SPECTER. How successful have you been?

Mr. ROBINSON. Well, kids are still having kids, and we have programs set up not only for prevention, but we also have programs set up for when you have them, so how to take care of them. Now, if I may, we as a society have set this to happen, and how we have set this to happen is that the housing project that I work out of—you have mothers after mothers having kids after kids, and they all live under the same roof and in the same environment and they see each other and they see that everyone is doing this, so there is no wrong to this. They don't see anyone else just going out, getting a job, having a mother and a father there as a family-based entity. They don't have that there.

Senator SPECTER. What do your programs do with respect to prevention? You mentioned you have prevention programs.

Mr. ROBINSON. We have a Smart Moves Program which is out of Boys and Girls Clubs of America, and we talk about abstinence, we talk about safe sex, we talk about programs such as this. We look at examples.

Senator SPECTER. How successful are you when you talk about abstinence?

Mr. ROBINSON. Not very successful, to be honest.

Senator SPECTER. And when you talk about safe sex?

Mr. ROBINSON. I think we are touching home there when we talk about safe sex. Again, Senator, I think you have to continue to work at the issue at hand. A lot of people like to look at statistics and want to know how successful you are, but then they don't look about and see how we have set up our society to live. To me, a housing project—I grew up in a project in Detroit and I just hate the word "project," period, because to me it is something that is on-going work, you know. We are putting people in a pot that is doing the same thing and they don't see anyone next to them doing anything different.

Senator SPECTER. Let me turn to Kelly Zimmerman. Ms. Zimmerman, what is your suggestion on this issue? May I start by asking how old you are?

Ms. ZIMMERMAN. I am 19.

Senator SPECTER. What suggestions would you have for this committee on preventing unwanted teenage pregnancies?

Ms. ZIMMERMAN. I believe, again, that it goes back to the family just because my mom has always instilled those types of values in me. Through the Boys and Girls Club—Mr. Robinson cited the

Smart Moves Program, and that is a prevention program that deals with drugs, alcohol and teenage pregnancy. The program is geared toward the elementary age, and also follows the children up through the junior high and high school age level.

This program geared toward teenage pregnancy, I would say, focuses on the values. Prevention is a part of it, using contraceptives and things like that, but—

Senator SPECTER. How successful do you think the program has been?

Ms. ZIMMERMAN. I think it is hard to determine overall statistical number values. Where the Smart Moves Program is stronger, you will find large success stories within clubs where the teenage pregnancy rate has decreased by a significant number, and in other clubs you will find that it is still an out-of-control problem and that the program hasn't worked. But a unique thing about Boys and Girls Clubs, I believe, is that you can take these programs and tailor them to your community and your individual problems. Sometimes, it just takes time to figure out what is going to work.

Senator SPECTER. We are running late, but if you could provide in writing an example of any of the programs that work, I know that we would be very appreciative.

Mr. McEuens, let me turn to you. What suggestions, if any, would you have on trying to combat the problem of unwanted teenage pregnancies?

Mr. MCEUENS. Well, I think it all depends on like the type of music and the type of talk that goes on in the home and when they are out going places because the type of music sometimes these days—most of them really talk about sex most of the time, so like if you can—

Senator SPECTER. Do you think the music is a come-on?

Mr. MCEUENS. Yes, the majority of it.

Senator SPECTER. How old are you?

Mr. MCEUENS. I am 17, and I think like if you minimize probably the music and maybe some of the movies, like the sex that is going on in the movies, and the talk that is going on at home, it should minimize some of the sex things going on.

Senator SPECTER. And television?

Mr. MCEUENS. Yes.

Senator SPECTER. Not C-Span, but other television? [Laughter.]

Mr. MCEUENS. Yes.

Senator SPECTER. Thank you very much. Thank you, Mr. Chairman.

The CHAIRMAN. I would like to thank all three of you, and I hope you are able to make your connections.

Ms. ZIMMERMAN. Senator Biden, I would like to point out an observation to you that I have made throughout the hearing today before we take our seats again. In your opening statement, you said that we can't wait until an individual has already chosen criminal activity as a career. Senator Hatch said that we need to initiate help before a person has gone astray. Senator Dodd said that if we had gotten to the killers before they chose the road to violence and hatred that the victims that he cited may still be alive. The Attorney General said that waiting until the age of 16 or 17 is too late

and we need to start prevention earlier, and she suggested beginning at the age of 8.

I would just like to point out that Boys and Girls Clubs begin to serve children at the age of 6, and I believe that this illustrates that we are aware of this problem and are trying to do something about it. I would also like to take this opportunity to thank you for your involvement. Robbie Calloway has told me the things that you have done for the Boys and Girls Club, and I know that this is a Boys and Girls Club-friendly committee, but I wanted to thank you especially for your involvement.

The CHAIRMAN. Well, I want to thank you very much, and tell Robbie I think his job is in jeopardy. [Laughter.]

Mr. ROBINSON. Senator?

The CHAIRMAN. I am sorry. The Secretary of State is calling me on another matter from Europe on Bosnia, and I am going to have to—

Mr. ROBINSON. We just wanted to thank you.

The CHAIRMAN. I want to thank you all.

[The prepared statement of Skip Robinson follows:]

#### PREPARED STATEMENT OF SKIP ROBINSON

Mr. Chairman and Members of the Committee, my name is Skip Robinson, and I am Director of the Hillside Boys & Girls Club in Milwaukee, Wisconsin. The Hillside Boys & Girls Club is one of the 1,566 member Clubs in Boys & Girls Club of America. It is a real honor to testify before this Committee this morning to discuss the success Boys & Girls Clubs have had, especially in public housing.

We are serving over 1,600 boys and girls at Hillside and are proud to be part of the 2,000,000 boys and girls being served across the nation by Boys & Girls Clubs of America. Throughout America, youth development professionals like me at Boys and Girls Clubs are providing care, guidance, and supervision for children and adolescents, most of whom live in crowded urban areas and belong to families with annual incomes of under \$15,000.

Today, 251 of these Boys and Girls Clubs are physically located within public housing. There are also two new clubs on Indian reservations, a new Club in a homeless shelter, one in a shopping mall, and a new expansion effort into America's rural areas.

Please allow me to tell you something about the Hillside Public Housing Development, in which the Hillside Boys & Girls Club is located.

The Hillside Terrace Public Housing Development covers 25 acres and has 544 apartments for low-income families and 56 units for elderly and disabled residents. Nearly all residents are poor and African American, many of them single mothers scraping by on welfare. Residents point with pride to their active Boys & Girls Club, the Hillside Boys & Girls Club.

In addition to providing recreational and social activities, the Club help kids adjust to critical times in their lives. Many kids don't feel that they can discuss problems with their parents. Club staff are always in the role of surrogate parents. That is the key reason why kids love the Club so much. Because parent involvement is absent or limited in some homes, our staff makes sure those children go to school, complete their work, and involve themselves in positive activities—even when they are not at the Club.

I was asked to tell you a little bit about myself, so let me share the following with you. At the age of three, I was placed in a foster home and was later raised by an older sister in Detroit, Michigan. My ambition was to be a professional basketball player. Toward that end, I played basketball for the University of Nebraska (from which I graduated with a degree in Journalism and Public Relations in 1983) and for the European League in France. An ankle injury ended my athletic career but pointed me in the direction of making a positive impact in changing kids' lives.

After working for Boys & Girls Clubs in Nebraska and Kansas, I accepted the director position at the hillside Boys & Girls Club in Milwaukee in 1985. Everyday I can show up and provide quality service that impacts 1,600 kids at Hillside. They think I'm hard, but fair. I love them, and they know it. And if kids know you love them, they'll give back 100 times the love. I was the recipient of the Boys & Girls

Clubs of America Midwest Region's "Outstanding Program Service Award" in 1993, Milwaukee's Most Distinguished Man Award in 1992, and the 1993 Black Excellence Award. I also was responsible for initiating the "In the Paint at One Two," Milwaukee's only midnight basketball league, which is designed to mentor and provide jobs for at-risk adults.

Today, I have brought Troey McEuens (pronounced Torey) with me. Troey is a 17-year-old junior at Milwaukee Tech High School and maintains a 2.9 grade point average and will attend college upon graduation. He's also on the track team, basketball team, and plays quarterback on the football team. His girlfriend, a track star, is a 4.0 student and the two of them get together for nightly study dates. Last year, Troey was named "1993 Youth of the Year" at the Hillside Boys & Girls Club. The profile sounds "all-American." However, if you knew Troey when he was 12, you'd shake your head in disbelief, because Troey's activities then consisted of gambling, stealing cars, and drug dealing. It was at the age of 12, when Coach Jon Voelz and I noticed that Troey, who shot pool and buckets at the Club in between crimes, was really crying out for help. Troey grew up in the Hillside Public Housing Development where gangs rule, drugs are plentiful, and crime is a profession. His mother is a single parent, and his father is not a part of his life. Jon and I became Troey's surrogate fathers and literally saved his life. I am so proud of Troey. I can only shudder to think about what would have become of him, had he not made a commitment to turn his life around.

#### WHY ARE BOYS & GIRLS CLUBS SO SUCCESSFUL

The Hillside Boys and Girls Club pursues the youth development strategies of Boys & Girls Clubs of America which help boys and girls achieve:

1. A sense of belonging—a setting where an individual knows he or she has a place and where he or she "fits in" and is accepted.
2. A sense of usefulness—the opportunity to do something of value for other people.
3. A sense of competence—the feeling there is something they can do and do well.
4. A sense of power or influence—an opportunity to be heard, to make choices and to influence decisions which affect them.

This Youth Development Strategy is accomplished through core program areas including:

1. *Cultural enrichment* to help youth enhance self-expression and creativity, develop multi-cultural appreciation and provide exposure to and develop skills in crafts and the visual, performing and literary arts.
2. *Health and physical education* to help young people: achieve and maintain fitness; acquire a broad range of physical skills; develop a sense of teamwork, cooperation and fairness; and adopt healthy, active lifestyles.
- A program we are very proud of is the new P.L.A.Y. Program. This National Youth Fitness Program is jointly sponsored by NIKE and Boys & Girls Clubs of America. P.L.A.Y. stands for Participate in the Lives of America's Youth, and that's what we are encouraging all Americans to do in cities across the nation.
- Together with NIKE and others, Boys & Girls Clubs of America is attempting to offer effective recreation programs in accessible, clean and safe facilities for all kids, especially those in inner cities.
3. *Social recreation* to help young people learn to get along with others, make new friends and to provide opportunities for fun and the constructive use of leisure time.
4. *Citizenship and leadership development to:* help young people understand their democratic heritage and acquire skills for participating in the democratic process; develop leadership skills; and provide opportunities for planning, decision-making and contributing to the Club and community.
5. *Personal and educational development to:* help young people prepare for their future; offer assistance in resolving personal crises; and provide opportunities for educational enhancement and career exploration.
6. *Outdoor and environmental education* to help young people develop an awareness, appreciation and knowledge of our environment through activities in the club or in natural settings, such as urban parks.

## RECOMMENDATIONS FOR THIS COMMITTEE

Please help us double the number of Boys & Girls Clubs in public housing within the next three years. That averages out to one new Boys & Girls Club every four days!

The crime Bill that passed in the House of Representatives contains an authorization of \$12 million per year for three years to open new Boys & Girls Clubs in public housing!

We need this Committee to support this legislation and help guarantee that we can serve more boys and girls in public housing!

Thank you for your ongoing support of the boys and girls at Hillside Boys & Girls Club and for the other two million boys and girls being served by Boys & Girls Clubs of America.

**The CHAIRMAN.** We have one more panel, but I am just going to have to recess for about 2 minutes here.

[Recess.]

**The CHAIRMAN.** We will come back to order. The Secretary of State was calling me to tell me he supported Boys Clubs and Girls Clubs.

**Mr. SANCHEZ.** And they are setting them up in Bosnia? Is that what they are doing, Senator?

**The CHAIRMAN.** That is right, that is right. By the way, it would not hurt. I promise you, if and when, God willing, there is a cessation of the genocide that is going on there, the only thing that is going to rebuild that community is some incredible efforts of people reaching out.

**Dr. Sanchez** is Executive Director of the Southwest Key Program. It is a private, nonprofit agency which contracts with States to provide community-based treatment programs for delinquent youth and their families. It offers several programs, but the hearing is going to focus on three—outreach and tracking, day treatment, and residential treatment centers.

I want to thank you and Victor for being so incredibly patient by being here this long. As you know, doctor, I have personally spent a great deal of time trying to deal with what is the most difficult thing to convince the public it is worth investing in, and that is the notion of community-based treatment programs. It is something that I am convinced is absolutely essential. We picked your program because it is run so well, in our view, and we think it is an example for the Nation and for other communities with similar problems, and everyone has similar problems, to possibly look to.

With that, why don't I cease and desist and invite you to make any comments you would like.

**PANEL CONSISTING OF JUAN JOSÉ SÁNCHEZ, EXECUTIVE DIRECTOR, SOUTHWEST KEY PROGRAM, HOUSTON, TX; ACCOMPANIED BY VICTOR LARA**

**STATEMENT OF JUAN JOSE SANCHEZ**

**Mr. SANCHEZ.** Well, I hope your attention span—there is at least 10 or 15 minutes left on it.

**The CHAIRMAN.** My attention span is there. For 22 years, it has been locked on this and another 15 minutes or another 50 minutes or another 50 days will not dissuade it.

**Mr. SANCHEZ.** Well, we appreciate the time. I have submitted my testimony and I won't go through that. I will actually just summarize for about 4 or 5 minutes. The real hero of this is Victor and

I think you need to hear his story, and I just want to make some introductory comments and then we will go from there and certainly answer any questions you may have about our programs.

We want to thank you, of course, for inviting us here, Victor and I. We feel very honored being here. I also need to say to you, even though they didn't want it to be in the testimony, that you have a wonderful staff. The staff has been very kind to us in terms of giving us the information we needed and handling the endless details to get us here. So we want to thank your staff.

The CHAIRMAN. Well, they are very good and they are very professional, but they always underestimate my interest in the subject and we always end up over-scheduling. For that, I apologize.

Mr. SANCHEZ. Well, don't worry about it. We are here now and we are going to get on with it.

We feel very honored about being invited here to share some of our experiences in our programs because we have been very successful and the programs that we have implemented have actually impacted the lives of thousands of kids in the last few years.

On a daily basis, we serve approximately 700 kids and their families, and I wanted to just share with you a little bit about the population of kids that we serve. We serve youngsters between the ages of 10 and 21. In some of our programs outside of our residential treatment centers, we serve both males and females. These youngsters have committed a range of offenses, from truancy and runaways to the most violent, aggressive crimes and capital offenses imaginable. We serve the whole gamut of youngsters.

I need to mention to you something that I think is particular to the kids we serve, and I want to talk a little bit about it because it is pretty disturbing. When we look at the ethnic breakdown of the population that we serve, on any given day 80 to 85 percent of the youngsters are kids of color, primarily African-American, Latinos and Native Americans. This high overrepresentation in youngsters that are committed to State institutions, I think, is atrocious, and I will give you a couple of examples.

We work in Arizona and we work in Texas. In Arizona, the minority population is approximately 28 percent, and yet the percentage of kids committed to the State institution, which is called the Department of Youth Treatment and Rehabilitation, is approximately 63 percent.

Now, let me tell you about Texas.

The CHAIRMAN. Let me ask you a question about that for purposes of clarification.

Mr. SANCHEZ. Sure.

The CHAIRMAN. I understand the point you are making, but for the record it is important. Similar figures are cited for the entire prison population and juvenile correction population of the Nation. But for the record, you are not suggesting that the 63 percent who are there did not, in fact, commit crimes?

Mr. SANCHEZ. No, I am not.

The CHAIRMAN. I mean, I understand what you are driving at, but sometimes when people hear that I get letters from people saying, well, obviously this just goes to show you that they are taking innocent black children, innocent Latinos and innocent Native Americans and putting them in jail. What we are doing is we are

neglecting Latinos, blacks and others in minority populations, and they end up in that crime stream because we did not do something.

Mr. SANCHEZ. I think the other point that I would make to that, Senator Biden, is that when you lack the resources, you don't have the opportunities, whether it is through health insurance that could provide some kind of a residential treatment program for your child, or you don't have the parents there that could come before a judge and say, we are going to take care of the problem ourselves. When there is that lack of resources, then more youngsters get committed.

The CHAIRMAN. Right.

Mr. SANCHEZ. I would submit to you that the nonminority population probably commits as many offenses, but they have the kinds of resources that allow them to spare them from incarceration, at least for some of the offenses like first-time offenses, where some of the other populations do not have those kinds of resources.

The CHAIRMAN. I agree.

Mr. SANCHEZ. Let me cite Texas for you. I started this project in 1987 and I looked at the ethnic breakdown of kids committed to the Texas Youth Commission, which is the State institution. In 1987, 71 percent of all the kids committed to the State school were African-American and Latinos. Now, the population is about 36 percent African-American and Latinos in Texas. It was 71 percent in 1987.

In 1993, last year, the commitments to the State institutions were 82 percent African-American and Latinos. You had an 11-percent increase in commitments of the minority population to the State institution. We make up 36 percent of the population, and yet the commitment rate is 82 percent of the population.

So I think that if the trend continues where we talk about building prisons, building jails and detention facilities, who we are building them for is primarily to house minority youth. I think as this committee debates the issue of prevention and treatment and the issue of incarceration, one of the phenomena that needs to be addressed is this gross overrepresentation. Why is it that these populations are getting committed at such high numbers?

The philosophy of our program is to keep kids out of institutions. When we started the Key Program, the whole idea was that kids were better served in the community. Now, I want to make it very clear that I am not saying there is not a group of youngsters out there that do not need to be incarcerated. There are some very violent, aggressive, sick kids out there that need to be incarcerated. Unfortunately, some of those are going to be incarcerated the rest of their lives and we have got to pay for it.

But I also know that where I have seen the most effective treatment and prevention take place is when those kids return back to the community, which is what we are about, and begin to provide the support those kids need at home because this is where they belong.

When we involve not only that youngster, but we involve the whole family as part of the treatment, the whole family that also receives services because these parents are hurting many times just as much as the kids are and need as many skills as the kids do—we believe that when the family becomes involved and the community becomes involved by working with schools and working

with employers and Boys Clubs and Girl Scouts and those sorts of community resources that are out there, that is when we have made a bigger impact on our kids.

One of the things we also do is we provide good role models for our kids. The population we serve is anywhere between 80 and 85 percent kids of color, and 86 percent of our staff reflects that population. We think it is important that they can have some role models these kids can relate to, that they can speak their language when it is necessary, that they understand and are sensitive to the culture.

We have been very fortunate as we have tried to find role models. Mr. Carl Lewis—some of you may know who he is, some people may not, but in the last three Olympics he has won gold medals and may win another one in 1996, but he is tied in with us. We are going to give you a brochure. We decided that one of the things that we maybe need for our kids is to have an olympic competition for our kids, and he has become the honorary chairman of this olympics. We are going to have local competitions in all the different sites where we are, and 200 kids are coming to Houston, TX, to participate in this olympics. It is not only athletic events, but it is academic events as well.

So we are going to leave some information for you, but I think that is an indication of the kind of people that we need to get involved in these programs that serve as role models for kids and can be very, very effective in bringing focus to these kids.

I won't go over the entire program overview. I will merely summarize for you. We run eight types of programs, from independent living to programs for runaway kids to family preservation programs. What we have presented for you for the record here is those three—the Residential Treatment Center, the Day Treatment Program, and the Outreach and Tracking Program. It is a continuum of care for us.

The Residential Treatment Center is a secure facility for very difficult kids, but from there we go to a less restrictive environment. The Day Treatment Program is a program where we pick up kids; from 7 a.m. in the morning, we start picking them up. We keep them in our program the entire day. We provide schooling, breakfast, lunch and dinner, recreation, counseling, and then we start taking them home at about 7, 8 p.m. at night. So they are with us the entire day.

Our Outreach and Tracking Program is a very basic program. Kids live at home and we see these kids every day of the week, 7 days a week, 365 days a year, and are very involved with them and their entire families in bringing all of them to provide treatment and services for them.

In the Outreach and Tracking Program, we have had 81 percent of our kids that have entered the program complete it successfully. Now, that is only a 3- to 4-month program, and then the Texas Youth Commission tracks these kids for a whole year. They compared kids coming out of the Outreach and Tracking Program with kids who just went into regular parole, and our kids had a 65-percent lower rearrest rate after one year than kids who just went into regular parole.

The kids in our Residential Treatment Center have had success rates of completing the program of up to 90 percent of those kids.

The CHAIRMAN. Let me ask you a question about that. Do you mind if I interrupt you?

Mr. SANCHEZ. No, no; go ahead.

The CHAIRMAN. One of the things that struck me as I spent a lot of time on this subject is about 5 years ago I began to focus on parole and parole officers, and found that in the last 15 years there has been a dramatic reduction in the number of parole officers in your State of Texas, in the State of Pennsylvania, and every State in America.

All the professionals like yourself tell us that for their parole program, an aftercare program—that is what parole is, basically.

Mr. SANCHEZ. It is supposed to be.

The CHAIRMAN. It is supposed to be.

Mr. SANCHEZ. Right.

The CHAIRMAN. The maximum number of people assigned to any officer should be about 30 people, and the average nationwide is about 160, 157; in some States as high as 250 cases, charges, if you will. If you were someone who was one of my cases as parole officer, my being able to talk with you for 3 minutes or 5 minutes or half an hour once a month doesn't do much at all.

On the other hand, if I have some resources and if I am able to see you 3 times a week—as you point out, you seek these folks every single day in the—what do you call the program?

Mr. SANCHEZ. The Outreach and Tracking Program.

The CHAIRMAN. The Outreach and Tracking Program, and you compare the statistics of success to the Texas Program that is run by the State. Is the reason for the success not only how you have tailored the program and your experience, but that on a per-counselor basis, per client, per counselor, the ratio is much, much less than it is in the State, or is that not correct?

Mr. SANCHEZ. That is correct, and I think your assessment is right. The caseloads are so heavy for these parole or probation officers. They are lucky if they get to see the kid once a month, and the character of that nature is "how are you doing?" Of course, the kid is going to say, I am doing great.

The CHAIRMAN. Yes.

Mr. SANCHEZ. Have you got into any trouble? The kid is going to say, not at all. Are you going to sir? Yes, sir. But there is no capability to follow up on that, and I think that is one problem.

The other problem that I have seen—and I may get in trouble with our funding sources, but the problem that I have seen with parole and probation departments is that the large bureaucracies that these have become have really taken away from what I think probation and parole was intended to be. I mean, it has come to the point where parole and probation officers are only required to work 8 to 5 o'clock Monday through Friday, and any work above that has to be signed off by the supervisor because then you get into wage and hour problems and that sort of thing. Our kids happen to get into trouble in the evenings and on weekends, you know.

The CHAIRMAN. The reason I brought this up is, A, you are an expert; B, you are a practitioner; and, C, you have vast experience. We have a provision in the bill that I wrote that sets up drug

courts and the purpose of the drug courts—and, in my view, it could apply to anything regarding at-risk youth, but the purpose of the drug courts is to provide first-time nonviolent offenders with an option other than going to a facility that puts them behind bars.

We provide the money to hire up to 10,000 additional parole officers and probation officers with the power and the resources to do drug testing—this happens to be drug-oriented—and counseling programs whereby—and this is going to lead me to my question here. One of the things that is required is that if the drug courts do get set up—and the House does not have this language in it, but if it did get set up, the people, in order to qualify for it, effectively have to sign a contract.

They have to sign a contract that says, OK, I will keep a job or I will stay in high school, I will show stability and I will come and see you three times a week and I will abide by the program; if I don't, then I am going to go to jail. I notice that each child—I am old enough to call them children—each young person signs a contract at the outset of the program.

Mr. SANCHEZ. Right.

The CHAIRMAN. Tell us about that and why that is important.

Mr. SANCHEZ. Well, when we first see the child, everybody is there—the parole officer, the parent, the child, and our staff—and we lay out in this contract very clearly what the expectations are from them toward us and from us toward them. Everybody signs that contract, everybody involved, and that contract outlines the kinds of things you just mentioned. You must stay in school and/or you will be employed. You will be available to our case workers when they come and visit you. Anytime you move in the community, you need to call our office and you need to inform us. You will follow the curfew that has been laid out here with all the parties involved. You will allow us to come in and check your house at 10, 11, 12 o'clock at night.

The CHAIRMAN. What happens if they break that? I mean, what happens if they say, no, they won't do that?

Mr. SANCHEZ. Well, if they say right off the bat they won't do that, the probation or parole department will say, well, you won't go into this program; you have got to go into a more restrictive program. Your choice is either you are in an institution or you are out here and you have got to follow the terms of the contract.

The CHAIRMAN. That is the important point I want to make here.

Mr. SANCHEZ. You have got to have that hammer or it is not going to work.

The CHAIRMAN. Some people suggest to me that I am being a little bit too tough in this, but without the hammer—just so we have got it for the record here, what happens is Victor comes to you with a mother or with anyone, or by himself, but he comes to you through, in effect, the court system, right?

Mr. SANCHEZ. Exactly.

The CHAIRMAN. And the court says to Victor, or thousands of kids like Victor only not as successful and as accomplished as Victor has become, OK, Victor, here is the deal, man, you have got a chance to get into old Sanchez' program over here and here is how this program works. Then they send him over and, with any family

member or family members, they sit down with you or your counselor, you or your staff, right?

Mr. SANCHEZ. Right.

The CHAIRMAN. It is probably going to be your staff, and that staff person says, here is the deal, the deal is school, curfew, inspections. Now, at that point, if old Victor turns to his mother and says, I don't want any—you know the body motion.

Mr. SANCHEZ. I know everything, and the language, too, Senator Biden.

The CHAIRMAN. And the language, OK. He says, that is it, and your person can say, no problem, no problem; I will just pick up the phone here and call Judge Schmedlap. Judge, he doesn't want to be in our program and so it is out of our hands. But if you weren't able to pick up the phone and call the State corrections, whatever it is in each State, person and say, they don't want to play, then, in fact, it would be a little more difficult, wouldn't it?

Mr. SANCHEZ. Oh, sure, yes. You have got to have that accountability and you have got to have a resource that kids know that you just can't be out here doing what you want to do. You are going to be held accountable and if you don't follow the terms of the contract, you can't just stay in the community or do whatever you want. There is a place for you and it is not very attractive, so you have got a choice.

The CHAIRMAN. That is right.

Mr. SANCHEZ. I would just say on the drug court, Senator, and I don't know where it is, but you may want to open that up a little bit that it would have to be the probation departments or parole departments can contract for services such as outreach and tracking to do those kinds of things.

The CHAIRMAN. Well, they can, yes. We, in fact, do give them that leeway.

Mr. SANCHEZ. Good.

The CHAIRMAN. Quite frankly, if we can get people into, in an editorial sense, your program, it is better for everybody. It is better for everybody. It lessens the bureaucracy. It is better for everybody in that in the programs that work, you have tailored programs.

I mean, one of the things I want to do before we get to Victor is I want to ask you about—and I am sorry I have so many questions, but you have such a good operation and you are so darned articulate.

Mr. SANCHEZ. Thank you.

The CHAIRMAN. Tell us about the parents, and I want you to be blunt with me now, OK?

Mr. SANCHEZ. I will be.

The CHAIRMAN. I don't want you to sugar-coat this. My experience, having worked as a public defender and in the family court system and being involved in this a long time—basically, when you call up and you say to Jose's or Pepe's father, hey, look, we got a call from the State court system and how about coming in and seeing us on such-and-such a day because we have got to evaluate whether or not Pepe will be in the program, or whoever, what is the general reaction? I know every parent is different, assuming there is a parent you can contact.

Mr. SANCHEZ. Right.

The CHAIRMAN. What is the initial reaction?

Mr. SANCHEZ. Well, it is mixed, but I will say this. In this particular program in Outreach and Tracking, the only way it is going to work is if there is somebody in the home that is going to work with us—the mother, the father. We don't care who it is. It could be a grandmother, wherever the child lives, but it is not going to work unless there is somebody there that is going to work with us.

I will say that there is a very, very small percentage of parents who will say to us, we don't want you in our house, we don't want our kid participating in this program. The parent gets told the same thing as the child, and that kid goes back to the institution. If you want your child, he has got to be a part of this program.

But the reality—and I will be very blunt with you for anything you ask me—the reality is that most of the parents, and I would say 85 to 90 percent of those parents, welcome this kind of support because they can pick up the phone at any hour of the day or night 24 hours a day, 7 days a week, and there is somebody there that is going to respond to their crisis. It is not calling a school or a probation department or a parole department that responds a week later or says, look, this is Friday night, call me Monday. We are there every day of the week and they love that. They love the fact that they can just call in any crisis and somebody is there to respond.

They also like the fact that somebody is going to work with them in connecting this kid back to that family because there has been this vacuum with this kid not there. The problem we have got is then weaning the parents away from us because this is a 3- to 4-month program and parents now want you to take responsibility for raising that kid. The challenge we have got is to say, look, we have got to empower you, we have got to give you the parenting skills, the communications skills, whatever you need, and also make resources in the community available to you, because when we move out of here you are the one that has got to deal with this kid.

The CHAIRMAN. Victor came along. As I understand your background, Victor, your dad used to beat the living hell out of you. Is that right?

Mr. LARA. Yes.

The CHAIRMAN. And as I understand it, there was never any real good reason for it. If he was in a bad mood, he would come home and you would be the guy he would take on, right?

Mr. LARA. Yes; he would abuse drugs and drink a lot.

The CHAIRMAN. Now, you lived there with your father until you were age 15 and then you ran away, right?

Mr. LARA. Yes, that is true.

The CHAIRMAN. And you lived out in the street?

Mr. LARA. Yes, I had joined a gang. I used them for support, getting feedback. Like if I did something bad, it was good and it was cool, which I liked.

The CHAIRMAN. Now, I understand that your gang—kind of a hobby was beating the hell out of folks, wasn't it?

Mr. LARA. Yes.

The CHAIRMAN. Why did you beat people up?

Mr. LARA. Well, to us it was like just to have fun and we were usually on drugs and high all the time.

The CHAIRMAN. Did the gang members you hung out with carry guns?

Mr. LARA. Yes.

The CHAIRMAN. Did you carry a gun?

Mr. LARA. No.

The CHAIRMAN. Why not?

Mr. LARA. I was scared.

The CHAIRMAN. Did anyone in your gang ever kill anybody?

Mr. LARA. Yes.

The CHAIRMAN. What did you do then when they killed somebody?

Mr. LARA. Well, they brought us into court and they wanted me to testify, but I was too scared and nervous and I didn't really know what happened at that time when—

The CHAIRMAN. This was a drive-by shooting, right?

Mr. LARA. Yes.

The CHAIRMAN. Did you have a mom at home—you were now living with the gang and out in the street and living in abandoned homes, right, at this time?

Mr. LARA. Yes; I had a mother, but we were separated when I was born, so I didn't really know who my mom was, but my grandmother—she passed away at age 8.

The CHAIRMAN. Now, doctor, here is a kid whose father beat the hell out of him. He runs away, goes and joins a gang, lives in the street, lives in abandoned homes, doesn't have a mother. You just got finished telling me that for this program to work you have got to have somebody in the family, somebody to connect to, for your program to work. It doesn't mean all programs have to have that, but it is always helpful. How did it work with Victor?

Mr. LARA. What I did was my family was the staff around there. I used them as role models and I always asked them for advice.

The CHAIRMAN. In Dr. Sanchez' program?

Mr. LARA. Yes, Texas Key, Southwest Key. I completed the program successfully. I am now independently living by myself. I get support from ROP; that is, Rights of Passage. One time, I came back from work. I was on the bus and I had a problem with some guys my age asking me to do drugs and hang out and stuff, and that support I got from the staff. I went and talked to them and told them what happened and they told me, well, that is good. That was like the love that I got, which I liked.

The CHAIRMAN. Are you working now?

Mr. LARA. Yes, I am working. I work at a dry cleaners. I am fixing to be a supervisor. I am on salary and everything is going well right now.

The CHAIRMAN. Are you in school?

Mr. LARA. I graduated from—while I was in Texas Key, I was going to GED in downtown Houston. I was one of the first clients that got my GED there and I am looking forward to—Texas Key is going to help me out to get into college and I don't know really what I am going to major in now.

The CHAIRMAN. Well, that is a heck of a success story.

Doctor, he was in a residential program, right?

Mr. SANCHEZ. Right, he was in the Residential Treatment Center for very difficult kids. This is the cream of the crop of juvenile delinquents and the youngsters actually live there. One of the reasons they come there is because sometimes they don't have any place to go. So then from there what Victor did is he went into an independent living program, so he is now on his own. He has got his own apartment, he has got a job.

The CHAIRMAN. So the distinction is made for those kids who are bad actors on the street and those kids, whether or not they have any support—mother, father, grandmother, uncle, older brother, older sister—that get put in this program.

When the Texas correctional people call you all, do they say, we have got this guy, Victor, and you decide which of your programs to put him in, or do they say—

Mr. SANCHEZ. They decide. They pretty much recommend which program to put him in. Now, the beauty of the fact that we have got the very restrictive program, which is the Residential Treatment Center, to the Outreach and Tracking and another program in between, is, based on that youngster's behavior, we can move him to either a less restrictive environment or a kid in Outreach and Tracking that may not be complying with the contract can be put into our residential facility.

The CHAIRMAN. When you think about it, it really is fairly astounding, the intestinal fortitude this kid must have.

Mr. SANCHEZ. He is an amazing story. When you look at his background, he has gone against great odds.

The CHAIRMAN. I mean, it sounds—I don't know what it sounds like, but there is an indomitable spirit, if you can just figure out how to tap it, and the right person, the right program, the right individual, the right chemistry comes along. But I tell you what, it amazes me when you look out there, and Senator Specter was talking about birth rates and illegitimacy and the likelihood of no father ever being in the household. When you look at last year's numbers for black American children that were born last year and Latino children born last year and white children born last year, you are talking about over 30 percent of all the children born in America last year will be born into a household where there is never going to be a problem.

Mr. SANCHEZ. And you talk about that 26 percent of children that still live in poverty and you look at the ethnic breakdown of that, and so I guess part of the debate here with just incarceration, Senator Biden—that is why I really applaud what you are trying to do here with prevention and treatment because I think that is where it has got to be addressed.

If you take a youngster who never had a chance from the minute they were born—poor health care, poor housing, little resources, lack of everything—and then say, well, you grew up in these circumstances, but because you screwed up we are going to jail you, and that is the answer—I am saying that is not the answer. I think the kinds of things that you are looking to do with more treatment and prevention not only for those youngsters, but also for those families, is what is going to make a big difference.

Just one more comment.

The CHAIRMAN. Sure.

Mr. SANCHEZ. You have talked about incarcerating those violent offenders, and they need to be, but I don't want to give up on those kids because you need to look at those programs like the one that the Giddings State School in Texas is doing. All the capital offenders go there. They have got to stay a minimum of 2 years, but they have got a very good treatment program for capital offenders that has shown that for kids coming through that program and out into the community, there is a two-percent recidivism rate. I think things like that need to be looked at.

The CHAIRMAN. I agree with that.

Mr. SANCHEZ. Incarceration has also got to include treatment for those kids.

The CHAIRMAN. I agree with you. Just so you know, and there is no reason why you would know—this is a very big crime bill, but one of the provisions that I have in the crime bill, at least in the original one we introduced and then supported by my colleagues, is, for example, for the violent offenders whom we have to take off the street to protect society, while they are in prison we make sure that they are in drug treatment programs, they are in education programs. We have put money in the legislation.

We found an interesting thing, that the success rate and recidivism rate and the, quote, "cure" rate of addicts who voluntarily decide they want to go into a program and those who are forced into a program in a prison setting is not substantially different.

Mr. SANCHEZ. Right, exactly.

The CHAIRMAN. Unless we have concluded that we are going to lock everybody up for the first violent offense for forever and a day, at a phenomenal cost, we are going to have to do something. I believe last year the State prison systems released, after the sentence prescribed by the State was served, 200,000 people who were drug-addicted as they walked out the door—drug-addicted as they walked out the door. These aren't people that got let off early—well, they may have in terms of the State, but they served the average length of time that that State has someone serve for that crime. After they served their time, they walked out the door, 200,000 of them, addicted to drugs.

So I am not suggesting that we give up. I am suggesting, though, as I suspect your experience has shown you, that the earlier we intervene, the better our success rate.

Mr. SANCHEZ. I agree.

The CHAIRMAN. That does not mean that the converse is not true. Even after there has been repeated failure, it does not mean that we should not continue to intervene at whatever point they come into the radar net.

Mr. SANCHEZ. Right.

The CHAIRMAN. Victor, I applaud you, man. I want to tell you something. You make it these next couple of years and you become that manager or supervisor and you get to college with the help of this program, and you are going to be better equipped to deal with the problems in life than 99 percent of the people who have been born with the so-called silver spoon in their mouths. You have done it the hard way, you have done it the hard way, and I think that it is remarkable.

Doctor, I am not being solicitous when I say this: thank God there are folks like you who have decided not to give up. I don't know whether it is genetic or not, but it seems as though you are an optimist.

Mr. SANCHEZ. I am.

The CHAIRMAN. People often say to me in this job, gee, you are awful optimistic about certain things, and I say, well, it is an occupational requirement.

Mr. SANCHEZ. That is right, that is right.

The CHAIRMAN. I am optimistic that we can do both. I am optimistic that we can make the streets safer in the immediate short term by dealing with the violence on the street immediately, and the only way we can make it safer in the intermediate and long run is to prevent people from getting into the system, and when they do, intervene as early as we can, like you did with Victor—like Victor did with Victor as well—in order to keep him from—did you ever stop and think, Victor, had you not gotten into this program, where you would be right now?

Mr. LARA. Yes; a lot of people ask me and I have thought about it myself. If I wouldn't have gotten into this program, I would be in the streets, in jail, or six feet under.

The CHAIRMAN. I am confident you are correct.

Mr. SANCHEZ. How could you not be optimistic when you hear that, Senator Biden?

The CHAIRMAN. I agree with you. Well, thank you for coming all this way. Victor, I wish you a great deal of luck, but as you have already figured out, nothing comes easy. Anything worth having is a lot of hard work and you have obviously worked hard at it. Just keep at it, OK?

Mr. LARA. Thank you.

Mr. SANCHEZ. Senator, thank you. If you are ever in Texas, we invite you to come and see our programs. We are very proud of them.

The CHAIRMAN. Well, I will take you up on that. We Bidens are like poor relatives; we show up when we are invited.

Mr. SANCHEZ. Maybe we shouldn't have given the invitation. [Laughter.]

The CHAIRMAN. I spent a good deal of time in the Rio Grande Valley looking at other programs.

Mr. SANCHEZ. That is where I am from. I am from Brownsville.

The CHAIRMAN. I was all the way around, up to Farr.

Mr. SANCHEZ. My neck of the woods there.

The CHAIRMAN. Well, you have got your hands full, but then again no more or no less than in some cases than many other parts of the country.

Mr. SANCHEZ. We would love to see you down there. We would be proud to show you our programs. I think you would be very proud of them. Thank you again. Muchas gracias for your time.

The CHAIRMAN. Thank you. Victor, keep the faith, man, OK?

Mr. LARA. Sure.

[The prepared statement of Juan José Sánchez follows:]

## PREPARED STATEMENT OF DR. JUAN JOSÉ SÁNCHEZ

I want to thank Senator Biden and the members of the Judiciary Committee for inviting Victor Lara and I here today to talk about the Southwest Key Program (formerly The Texas Key Program, Inc.). Victor and I understand the responsibility we have before us and feel very honored about the opportunity afforded us to discuss some very effective treatment and prevention programs which have changed the lives of thousands of troubled children, youth and families over the past few years.

On a personal basis, I have devoted my entire adult life to working with disadvantaged and troubled children and youth. Having been raised in a very poor, tough neighborhood in South Texas, I realize that, but for the grace of God, my life too could have ended prematurely as a result of a violent, senseless act or in prison. Like some of my early childhood friends. For the past thirteen (13) years, in particular, I have devoted my life to working with delinquent, adjudicated youth whose offenses range from truants and runaways to very serious capital offenders.

One very disturbing factor which faces our society as it relates to troubled youth is the gross overrepresentation of minority youth in detention facilities, institutions and jails. The overrepresentation of minority youth in juvenile facilities is disturbing in that, as our country debates the issue of building more prisons and jails, the question of who will populate those institutions must be addressed. If the current trends continue in the juvenile justice system, those lock-up facilities are being built to house mostly minority youth.

If we look at the States of Texas and Arizona as indicative of what is occurring in the rest of the country, the statistics are appalling. For example, in 1987 in Texas, while the overall population of African-Americans and Latinos totals approximately 36 percent, 71 percent of all youth committed to the Texas Youth Commission were African-Americans and Latinos. In 1993, of all commitments to the Texas Youth Commission, 82 percent were African-American and Latino youth—an increase of eleven percent in just six years. In Arizona, where approximately 28 percent of the state's population in 1990 was minority, 61 percent of youth committed to the Arizona Department of Youth Treatment and Rehabilitation are African-Americans, Latinos and Native American, once again a vast overrepresentation.

In all my work with thousands of young men and women over the years, *I have never known of one single youth who has benefited from incarceration in and of itself.* This statement should not be misinterpreted to mean that youth should never be incarcerated. Indeed, there is a percentage of youngsters who are very angry, violent, aggressive and sick for whom institutionalization and lock-up is necessary. I am a strong advocate for making our society a safe place to live for my own children as well as for myself. Even if 30 to 35 percent of adjudicated youth require incarceration, however brief, we must require that high-quality treatment services be provided. In Texas, extremely serious offenders reside at Giddings State School, which is the site of some very effective, innovative treatment programs for violent sex offenders and capital offenders. Early studies show only two percent of graduates of the capital youth offender program being re-arrested for a violent offense within one year of release, versus 13 percent of youth who did not receive treatment in the program. Successful rehabilitation requires treatment; it cannot be overemphasized. Despite the need to incarcerate the most violent and disturbed youth, the vast majority of troubled kids would be better served in community-based treatment programs, and at a much lower cost per success. In addition, hundreds of thousands of children and youth could be spared incarceration in their future through the development of some very creative prevention efforts.

Within the Southwest Key Program, we have established twenty-one programs in Texas and Arizona which are community-based treatment programs for troubled youth as an alternative to institutionalization. Traditional means of dealing with delinquent youth—primarily out-of-home placement in institutional settings—have not proven effective in this country, as is evidenced by high recidivism rates and the numbers of juveniles entering the adult correctional system. We believe strongly that kids belong at home with their families, and that troubled youth are most effectively treated in their own communities with the participation of family members, school personnel, employers and community resources. Accordingly, all of our programs place a great deal of emphasis on family development and family involvement in the therapeutic process.

Because the vast majority of the youth and families we serve are African-Americans and Latinos, our Board of Directors directed the staff to provide culturally relevant services to all clients as a high priority for the agency. One very important piece of our commitment to provide culturally relevant services is offering clients and client families many strong, successful role models of their own ethnic origins. We accomplish this in many ways, but most consistently by recruiting, hiring and

developing people of color to be Program Directors, Caseworkers, Clinicians, etc., and providing them with the skills and training they need to grow professionally. The Key Program employs over 275 staff persons, 86% of which are African-American, Latino and Native American, and 45% of which are women. The ethnic breakdown of our staff closely reflects that of the population we serve.

The Key Program's commitment to providing culturally relevant services through a diverse staff and an inclusive curriculum is both one of our most innovative approaches and one of our most effective. We are convinced that the relationships that develop between Key staff and clients and families as a result of the intensive involvement in their lives is central to our success, and that those relationships are facilitated by cultural and ethnic similarity. We also attribute our success to the type of staff we recruit and consistently hire—young adults who serve as role models for our youth and who are personally committed to changing and improving the lives of troubled youth—as well as to the holistic, family-based approach which is the center of each of our program models.

While the successes of Key's programs are measured in many ways, perhaps the most meaningful, long-term measure is whether the programs help youth avoid future crime. Recent tracking data provided by the Texas Youth Commission indicates that *one year after completing the Outreach & Tracking Program, Southwest Key clients have a 65% lower re-arrest rate than youths released from institutions directly into standard parole services.* This high success rate is even more significant because Key's programs typically receive clients that juvenile justice agencies have deemed too difficult for standard parole.

Across the Southwest, agencies such as the Texas Youth Commission, the Arizona Department of Youth Treatment & Rehabilitation and many county juvenile probation departments utilize the Key Program services for troubled youth in their care. They use our community-based programs to reduce the ever-growing demand for additional institutional facility space, but what is most important, these agencies are turning to The Southwest Key Program because they have found that *our programs are effective in helping troubled youth and families re-direct their lives.*

The Key Program currently operates eight different program models which span the entire continuum of care, and include the Outreach & Tracking Program, Day Treatment, Residential Treatment Centers, Independent Living Programs, In-Home Services for abused and neglected youth, a S.T.A.R.S. program for runaways, a fancy preservation program and a new model called the High Impact Program, which provides services to delinquent youth and their families from the time they are incarcerated in state institutions through their eventual release to standard parole. Additional information regarding three of our most successful programs follows.

#### OUTREACH & TRACKING PROGRAMS

The Southwest Key Outreach and Tracking programs are designed to help young people reform under strict supervision, within their own communities while they live at home. This program is based on the belief that troubled youth can be connected positively with their families, with local Schools, with employers, with peers and with the resources of their community, and that through this process youth will gain a significantly better chance for long-term success. The Outreach & Tracking Program is a very intensive, short-term program designed to accomplish a number of goals simultaneously:

- to provide the youth with a very structured framework of supervision and accountability within which treatment can occur;
- to provide highly individualized treatment services which include individual, group and family counseling, 24-hour crisis intervention, recreational activities, and advocacy services, and
- to immediately increase the repertoire of coping skills available to the family by teaching them how to access available helping systems within their own communities, thereby increasing their independence and reducing dependencies upon Southwest Key staff.

The Key Program's Outreach and Training Programs serve both male and female students between the ages of 10 and 17 who have been referred by juvenile justice agencies. Students referred to the program may have a wide range of emotional disturbances and exhibit behaviors which may include delinquent activities, truancy, aggression towards others, resistance towards authority and chronic self-destructive and/or self-defeating tendencies and behaviors. Through intensive, directive and structured advocacy casework, Key strives to provide services in all areas of a student's life. This is accomplished through twice daily contact with each student and

a team approach to service which provides structured support and supervision, counseling, advocacy and crisis intervention for the student 24 hours a day, 365 days a year. Across the State of Texas, 81% of all youth referred to the Outreach & Tracking Program completed the program successfully.

#### DAY TREATMENT PROGRAMS

The Southwest Key Day Treatment Program provides intensive programming for troubled and disadvantaged youth. Male and female youth ages 10 to 17 are referred to the Southwest Key Day Treatment Program by various state and local agencies. These youth, who might otherwise be placed in residential treatment facilities or secure care institutions, are provided with a full-range of treatment, academic and recreational services while living at home. By maintaining youth in their home and providing counseling and educational programs for parents, the Southwest Key Day Treatment Program provides a holistic, family-centered approach to reform and rehabilitation.

Each week day, youth are transported to and from the Day Treatment Program to participate in ten to twelve hours of structured program activities, including classroom and computer-based instruction, behavior management programming and group and individual counseling. Recreational activities and educational opportunities are also provided during evenings and on weekends for youth and their families. At nights and on weekends, crisis intervention and outreach and tracking services ensure structured supervision and support for these youth and their families.

The primary goal of the Southwest Key Day Treatment Program is to provide rehabilitation for troubled youth while providing protection to the community. The program provides the supervision, support services, discipline and structure necessary to:

- initiate a change process which results in the reintegration of the youth into the community and family as a law-abiding citizen, and
- help the youth develop skills which enable her/him to successfully pursue educational, vocational or employment goals.

The Southwest Key Day Treatment Program interweaves a variety of treatment modalities and culturally sensitive approaches to accomplish program goals. Eclectic and holistic, this intensive program focuses on changing attitudes, values and behaviors so that youth can develop and mature into productive, responsible citizens. Throughout the clients' four to six month length of stay in the program, trained staff provide a balance of structure, discipline, care and treatment with a great deal of emphasis on skills development. We believe that to the extent we increase the capability of youth to function independently and successfully in the community we also strengthen and improve their opportunities for avoiding crime, unemployment and despair.

#### RESIDENTIAL TREATMENT CENTERS

The most restrictive community-based programs currently operated by Southwest Key are our residential treatment centers for hard-to-place male adolescents, ages 14 to 17, in Houston, Dallas and San Antonio, Texas. The Residential Treatment model was designed as a pilot program for the Texas Youth Commission, in response to that agency's need for secure residential treatment beds in a community-based setting. The Residential Treatment model is designed to provide a very secure, structured therapeutic milieu for extremely difficult, or hard-to-place youth.

Typical referrals to the residential treatment centers have one or more of the following characteristics:

- a history of two or more unsuccessful residential placements;
- a history of substance abuse;
- an inability to function effectively in public schools;
- difficulty living at home due to family conflict and demonstrated "runaway" behavior;
- suicidal tendencies, and/or
- exhibition of violent aggressive behaviors.

The Residential Treatment Centers for Hard-to-Place Youth offer a highly structured program of treatment which includes daily education, individual and group counseling, recreation, pre-vocational training, behavior management, life skills, family involvement and aftercare components. Programming is goal-directed and community-based, incorporating a sophisticated privilege system which allows cli-

ents to function safely at optimal performance levels. Through an intensive, long-term treatment program, all clients are ensured a safe, therapeutic environment which facilitates developmental progress.

Because youth referred to these programs most often have extremely difficult family relationships and have committed serious offenses, it is unlikely that they will ever return home to their families. Our treatment approach is accordingly two-fold, based on the need to "re-parent", or to develop a healthy adult-child relationship through which the youth can learn to trust and to accept authority, and the need for cognitive re-structuring, or re-shaping thought patterns, beliefs, values and attitudes which form the basis for behavior. These efforts, combined with the oversight of a multi-disciplinary treatment team and a highly structured therapeutic milieu, have established a highly effective program model for working with violent and aggressive youth and have achieved success rates in excess of 90%.

#### THE CONTINUUM OF CARE

One of the reasons for the success of the Southwest Key Program is the fact that we have created programs which span the continuum of care from least restrictive to most restrictive, with a number of intermediate steps. Most of the youth we serve require much more than three to four months of community-based treatment to achieve long-term success and the continuum of care allows youth to be placed at the most appropriate level, with the opportunity to move up or do on the scale of restrictiveness based on behavior. For example, ideally a youth would spend six to nine months in the Residential Treatment Center, then move to the Day Treatment Program for four to six months, then graduate to the Outreach & Tracking Program for an additional three to four months of follow-up care. This would allow the youth to receive up to nineteen months of consistent treatment, education and skills development, thereby greatly increasing his or her chances for success. The continuum also allows for movement toward a more restrictive environment as well, so that youth can be sanctioned for inappropriate behavior, and still be maintained in the community rather than in an institution.

#### CONCLUSION

In a time of crises, our society often looks for instant and simplistic solutions to very complex problems. We cannot solve all the issues facing our troubled youth during the current administration, nor in the administration which is to follow. It will take a generation of investing in youth, families, and entire communities to see positive results. The Clinton administration has taken some positive steps with such efforts as the Family and Medical Leave Act, the Health Care Plan, the investment in Head Start, as well its efforts in education and volunteerism. As you focus on the issue of juvenile crime, we ask that money and resources be specifically directed towards prevention and treatment for youngsters who are, or will be, incarcerated and for the expansion of new and existing programs and work with difficult youth.

We have learned a lot about what works with troubled children and youth and their families in those programs we have presented to you. Victor Lara is here to speak to you today as one of thousands of youth who have changed their lives as a result of existing programs and committed individuals.

What has been the single most significant realization on our part is that these youngsters need and want exactly what your children need and want in order to succeed:

- (1) Basic needs of food, clothing and shelter,
- (2) A good healthy start in life,
- (3) Someone who cares for and loves them,
- (4) A safe place to live,
- (5) A quality education,
- (6) Employment options,
- (7) And the opportunity to grow and learn as individuals.

We have found that when our youngsters and their families are provided with these basic human needs, many of them will make the most of it and begin to work hand-in-hand with us to improve the quality of their lives.

In closing, I would like to say that locking kids up is one answer, and may result initially in fewer criminals on the street. But until we address the root causes of crime, until we prevent poverty and homelessness and drop-outs and unemployment, we will continue to search for more ways to pay for bigger and better prisons. I urge

you to make prevention and treatment your priority, for the benefit of young people such as Victor and for the children of all those youth we currently serve.

**The CHAIRMAN.** We are adjourned.

[Whereupon, at 2:05 p.m., the committee was adjourned.]



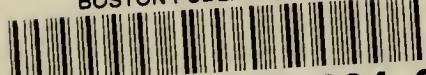
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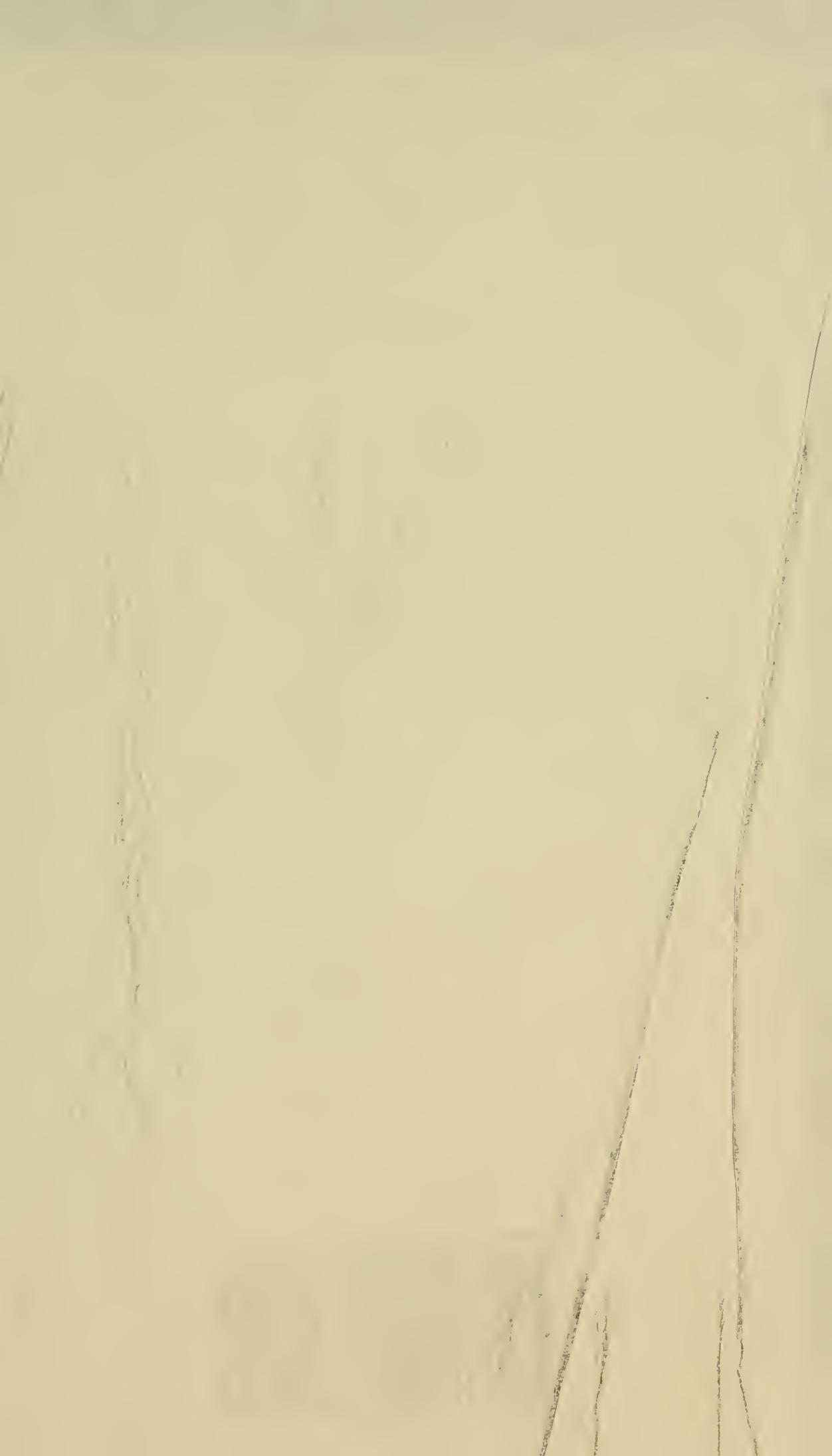




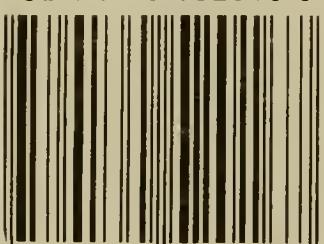
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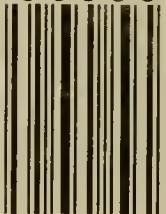
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